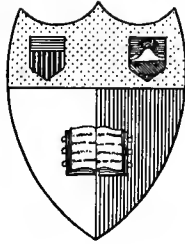


Columbia University
Contributions to Education
Teachers College Series





New York
State College of Agriculture
At Cornell University
Ithaca, N. Y.

Library

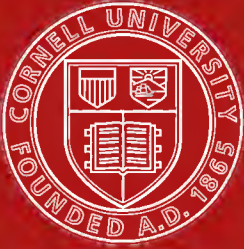
Cornell University Library
LB 1607.S7

The legal status of rural high schools i



1924 012 986 505

mans



Cornell University Library

The original of this book is in
the Cornell University Library.

There are no known copyright restrictions in
the United States on the use of the text.

THE LEGAL STATUS
OF
RURAL HIGH SCHOOLS
IN THE
UNITED STATES

**With Special Reference to the Methods Employed in
Extending State Aid to Secondary Education
in Rural Communities**

BY

Edwin R. Snyder, Ph. D.

**TEACHERS COLLEGE COLUMBIA UNIVERSITY,
CONTRIBUTIONS TO EDUCATION NO. 24**

**PUBLISHED BY
Teachers College, Columbia University
NEW YORK CITY**

1909

L. C. ,

Copyright, 1909,
By EDWIN R. SNYDER

ag 7901

PRESS OF
BRANDOW PRINTING COMPANY
ALBANY, N. Y.

CONTENTS

The figures given below refer to pages.

CHAPTER I

THE PROBLEM AND THE METHOD EMPLOYED IN ITS SOLUTION

The purpose of the work. The problems involved. The methods employed.....3-5.

CHAPTER II

THE EXTENSION OF HIGH SCHOOL PRIVILEGES A PUBLIC NECESSITY

The general status of education in the United States. The break in our system at the end of the elementary school is not fundamental. A more thorough training necessary to meet the demands of the times. The influence of the high school upon social and educational conditions in rural communities. The rural high school as an institution to prepare teachers.....6-13.

CHAPTER III

STATE AID TO RURAL HIGH SCHOOLS A PUBLIC NEED AND DUTY

The state the most comprehensive unit for the administration and support of public education. One function of the state to raise the general standard of intelligence. The state can aid elementary education by securing establishment of high schools. State may only hinder community class differentiation through education. Secondary education necessary to improve agricultural conditions. A liberal training necessary for country youth. State only can equalize secondary educational opportunities. A wider field for the selection of leadership essential. State aid necessary to the poorer districts. The support of secondary and higher education has always been a state policy. Education cannot be pauperized. Wealth accumulated in certain regions may represent state resources14-25.

CHAPTER IV

UNITS OF ORGANIZATION AND COURSES OF STUDY FOR RURAL HIGH SCHOOLS

The evolution of the district high school. The union of districts,—advantages of same. The township unit of organization. The union of townships. The county unit of organization. Academies as secondary schools. Normal schools as secondary institutions. Courses of study for rural high schools,—types of, in Florida, Wisconsin, and Massachusetts.....26-36.

CHAPTER V

STATE AID TO HIGH SCHOOLS

- MAINE,—37-40: Early aid to high schools, 37. Early status of high schools, 38. Law suspended and reinstated, 38. Later legislation and present legal status, 38. Growth and present status of high schools, 39. Special subsidies to academies, 40.
- WISCONSIN,—41-49: Early aid to high schools, 41. Provision for supervision, 42. Aid to township high schools, 42. Aid to manual training departments, 43. Change of law in aid of township high schools, 44. Local community may provide tuition, 44. Provision for aid to graded schools, 45. Consolidation and free transportation provided for, 47. State aid to county agricultural schools, 47. Development and status of rural high schools, 48.
- MINNESOTA,—49-55: Early aid to high schools, 49. Inspection provided for, 50. Aid to graded schools, 52. Increases in amount of subsidy, 54. Special aid for normal departments, 55. Consolidation and free transportation provided for, 55.

CHAPTER VI

STATE AID TO HIGH SCHOOLS

- NORTH DAKOTA,—56-58: Classification of high schools, 56. State aid to high schools, 56. Present status of rural high schools, 57.
- PENNSYLVANIA,—58-60: Aid to high schools, 58. Defects of the act, 59. Rural high school statistics, 59.
- FLORIDA,—60-61: State aid to high schools, 60. Influence of act, 61. Consolidation and transportation, 61.
- MASSACHUSETTS,—61-66: Compulsory local support, 61. Historical development of high schools and high school legislation, 62-64. State aid to rural secondary education by subsidy and reimbursed tuitions, 65. Only two teacher schools may receive aid, 65. Development and status of secondary education, 66.

CHAPTER VII

STATES THAT USE OTHER THAN THE DIRECT SUBSIDY PLAN IN
THE DISTRIBUTION OF STATE AID TO HIGH SCHOOLS

- CALIFORNIA,—67-73: Early legislation and growth of high schools, 67. The part that the normal schools have played in secondary education, 68. "The grammar school course," and state aid to the same, 69. Provision for establishment of county high schools, 70. Growth of high schools, 1885 to 1902, 70. Constitutional change enabling state to aid secondary education, 70. State aid to high schools, 70. Result of act, 73.
- NEW YORK,—73-78: State aid to union free high schools, 74. The literature fund and its apportionment, 74. Aid from the common school fund, 74. State provides tuition, 75. Special aid for normal departments, 75. History of development of literature fund, 75.

- Development of high schools, 76. Apportionment of funds to secondary schools, 76. Apportionment for free tuition, 78.
- RHODE ISLAND,—78-79: State aid to secondary education, 78. Consolidation and transportation of pupils, 79.
- WASHINGTON,—79-80: Special state aid to high schools, 79. Some effects of the act, 80.

CHAPTER VIII

STATES THAT DIRECTLY OR INDIRECTLY PAY THE TUITION OF CERTAIN HIGH SCHOOL PUPILS

- NEW HAMPSHIRE,—81-82: The state educational fund and its distribution, 81. The provision for reimbursing tuitions, 82.
- CONNECTICUT,—82-85: The provision for reimbursing tuitions, 82-83. Reimbursed free transportation, 83. Aid to libraries, 83. Statistics of tuitions reimbursed, 84. Status of secondary education, 84.
- DELAWARE,—85: Aid to all schools upon teacher basis. The provision for state payment of tuitions.
- VERMONT,—86-88: Summary of secondary educational opportunities offered, 86. The reimbursement of tuitions, 87. Tuition statistics, 87.

CHAPTER IX

STATES THAT LEGALIZE THE LOCAL PAYMENT OF HIGH SCHOOL TUITION

- INDIANA,—89-91: History of township high schools, 89. Free tuition, consolidation and free transportation, 90. Provision for county high schools, 90. High school statistics, 91.
- OHIO,—91-94: History of township high schools, 91. Free tuition, 92. Free transportation, 93. Development and status of high schools, 93. The state fund, 94.
- KANSAS,—94-95: County high schools, 94. Free tuition in counties, 95. Status of county high schools, 95.
- NEBRASKA,—96-98: Free tuition, 96. Provision for joint district high schools, 97. State aid to manual training department, 97. Status of secondary education, 98.
- MICHIGAN,—98-100: Union or graded schools, 98. Free tuition, 99. State aid to normal training schools, 100. County industrial schools, 100.
- IDAHO,—100.
- OREGON,—100-101.
- UTAH,—101.

CHAPTER X

- ILLINOIS,—102-105: Township high schools, 102. School funds, 103. Scholarships in normal schools, 104. Status of high schools, 105.
- IOWA,—105, 106: Legal status, condition of secondary education. township high schools, consolidation and transportation.
- NEW JERSEY,—106-109: No special provision for high schools, 106. Early development of system, 106. The state fund and its distribution, 107. County compelled to provide high schools, 109.

- COLORADO,—109-110: Legal status, school funds, status in state.
 SOUTH DAKOTA,—110-111.
 WYOMING,—111.
 ARIZONA,—111.
 MISSOURI,—111-112: Part of teacher's fund may be applied to secondary education. Classification and inspection. Consolidation. Present status.
 MONTANA,—112-113.
 NEVADA,—113.
 NEW MEXICO,—113.

CHAPTER XI

THE PRESENT LEGAL STATUS OF HIGH SCHOOLS IN THE SOUTH

- MARYLAND,—114-116: County high schools. State aid to manual training and industrial schools. State aid to high schools giving commercial courses. Scholarships. Counties receiving aid upon account of manual and industrial courses.
 VIRGINIA,—116-117: State aid. Inspection. Aid for normal training departments. Aid for industrial education.
 NORTH CAROLINA,—117-118: State aid to high schools. Tuitions reimbursed.
 SOUTH CAROLINA,—118-120: State aid to high schools. Inspection and classification. Free tuition. Effect of act.
 ALABAMA,—120-121: State aid to county high schools.
 TENNESSEE,—121-122: County high schools. Free tuition.
 TEXAS,—122: High schools a part of general system.
 WEST VIRGINIA,—122: High schools supported locally.
 KENTUCKY,—122-123: The graded schools.
 GEORGIA,—123: Locally supported.
 LOUISIANA,—123: Locally supported.
 MISSISSIPPI,—123.
 ARKANSAS,—123: No special provision.
 OKLAHOMA,—123: District and county.

CHAPTER XII

SOME HIGH SCHOOL STATISTICS AND THEIR PROBABLE MEANING

- Purpose, source, reliability, and arrangement of statistics, 124-127.
 Maine, Massachusetts and New Jersey, 128-129.
 California, Colorado and Washington, 130-131.
 Connecticut, Vermont, and New Hampshire, 132-133. Michigan, Wisconsin and Minnesota, 134-135. Ohio, Indiana and Illinois, 136-137. Iowa, Missouri and Texas, 138-139. Kansas, Nebraska and Rhode Island, 140-141.
 Limiting factors that enter into growth of high schools and high school opportunities, 142-144. Steps in the evolution of the high school, 145-147.
 Interpretation and graphic presentation of statistics for: Maine, 147; Massachusetts, 148; New Jersey, 151; California, 154; Colorado, 156;

- Washington, 158; Connecticut, 161; Vermont, 163; New Hampshire, 166; Michigan, 168; Wisconsin, 170; Minnesota, 171; Ohio, 174; Indiana, 176; Illinois, 178; Iowa, 179; Missouri, 181; Texas, 183; Kansas, 184; Nebraska, 186; Rhode Island, 188.
- The general development of secondary education in above states, 188.
- Statistical summary for twenty states, 191. Comparison of states that provided subsidies with those that provided no state aid, 190.
- Comparison of states that reimbursed tuitions with others, 193.
- Graphic presentation of development of secondary education in the two groups, 194.

CHAPTER XIII

STATE AID BY GRANTING SUBSIDIES AND BY REIMBURSING TUITIONS

- Purpose of the chapter. The Massachusetts act. A local school has some advantages. These may be overcome by financial interests. Detailed analysis of Table I. Statistics, 100-101. Present law granting state subsidy only partly effective. Inequalities worked by tuition law. Comparison of averages in two tables. Comparison with sixteen towns. Comparison with seven towns. Comparison with three towns. Condition not a recent one. General propositions demonstrated by statistics for Massachusetts. Does state desire to encourage the smaller high school?
- Legal provision for reimbursement of tuition and transportation expenditures in Connecticut. Aim of presentation of statistics. Basis of assembling statistics. Statistics of high schools expending less than \$1,500 for maintenance. Statistics of fourteen towns that sent twenty or more pupils to non-local schools. Comparison of statistics in large and small groups, and in individual cases. Statistics prove that the law has worked injustice and has only been partially effective. 197-210.

CHAPTER XIV

THE VARIOUS METHODS EMPLOYED IN AID OF SECONDARY EDUCATION IN RURAL COMMUNITIES

- General methods employed. State aid in the following states: Minnesota, California, Wisconsin, North Dakota, Pennsylvania, Washington, Florida, Virginia, South Carolina, Alabama, New Hampshire, Vermont, Delaware, Connecticut, Maine, Massachusetts, New York, Rhode Island, North Carolina. The results of the working of the different schemes. The aim of the state in providing aid. A local school will increase the number of secondary pupils 60 to 75 per cent. The conditions under which each scheme of providing state aid should be put into operation. The factors which must be taken into consideration in apportioning state aid. A tentative scheme for the distribution of state aid to secondary education in rural communities. 211-225.

CHAPTER

THE PROBLEM AND THE METHOD EMPLOYED IN ITS SOLUTION

The main purpose of this work is to present the development and the present legal status of rural high schools in the United States, and the influence of legislation upon the number and location of new schools, particularly in so far as the same may have been influenced by the extension of state aid in certain of the commonwealths. The first problem of the study was to establish the legal status of these schools in each of the various states of the Union. Since a part of the task set was to study their development in relation to the laws providing for their establishment and maintenance, especially where such maintenance was partially provided for by special state aid, it became necessary to trace the historical development of such legislation as bore directly or indirectly upon the subject. The second problem was to establish the workings and results of these laws as interpreted and applied by the various educational authorities of these states. The third problem was to measure the development of the rural high schools in each of the states, as influenced by the legal status provided at the various periods of this development. The fourth problem was to measure the relative influence of the different methods of extending state aid, employed by each of the states, and to compare the results obtained by partial state, versus entire local support. The final problem was to evolve from the various schemes already employed, a plan based upon actual experience whereby state aid for the support of high schools might be most equitably and efficiently extended to the poorer districts of a given commonwealth.

In working up the historical development of the legislation, all available school laws for each state were consulted, and where gaps in the series occurred the successive state reports were used to discover, if possible, any intervening legislative acts bearing upon the problem. In case there was evidence of such legislation having occurred, and no adequate presentation was given in these reports, the Session Laws and Political Codes of these states were consulted. The usual method pursued was that

4 *The Problem and the Method Employed in its Solution*

of first consulting the latest School Laws available and then running back over the series noting the dates of any changes occurring which in any way affected the present legal status of these schools. All acts bearing indirectly as well as those bearing directly upon the subject were noted and are presented in the main body of the study.¹

After the development of the legislation had been secured, each of the state reports for the whole period was carefully worked over in order to establish where possible the interpretation of these laws, their immediate and particular results, their general influence upon the establishment and refinement of rural high schools, and their effect upon the enrollment of rural secondary pupils in the state. In many cases, and particularly in the earlier development of these schools, it was not possible to separate the purely rural from the city items and, as a result, it was sometimes necessary to report them for the state as a whole. A clear cut division here would have certainly been desirable, but such a separation is not in all matters entirely essential, since after each of the cities has established a high school any additional schools established will, upon the whole, measure the extension of secondary educational opportunities in the state.

The second part of the formal presentation of the study² consists of a series of statistics and their interpretation; these figures show the status and development of city and rural high schools in twenty states, for the years 1897 to 1906 inclusive. In addition to the above they show in some instances the influence of special acts of legislation as presented elsewhere in the study. They also show very clearly the relative influence of partial state aid, and entire local support, upon the status and development of secondary education in the country. The last section of this part of the work is a statistical study showing the comparative workings of the laws providing state aid to secondary education in Massachusetts and Connecticut.

The last chapter presents the views of the writer, largely based upon the formal study, in regard to the most adequate and just methods of equalizing the burdens of secondary education in the state.

¹ Chapters V. to XI. inclusive

² Chapters XII. and XIII.

In reading over the great mass of material presented in the various reports of the state superintendents upon the subject of rural high schools much material was accumulated upon the theoretic arguments advanced for and against the extension of secondary educational opportunities in the various states, and particularly upon the question as to what attitude the state should take in regard to the matter of extending aid to the poorer communities. This material was so widely scattered however, and the arguments were so often repeated that any organization of the material required its complete recasting. In addition to the above much material was presented relating to the influence of the establishment of rural high schools in certain communities and particularly as they affected the lower schools. This matter was of course usually presented in the form of arbitrary statements sometimes with and sometimes without the facts upon which they were based. These statements, however, came, as a rule, from men actually familiar with the situation presented, and are therefore entitled to a large amount of consideration. All of the above matter has been recast and combined with certain personal observations and opinions, and the whole is presented in the two following chapters. So far as the personal observations are concerned they are based largely upon impressions received in handling the great mass of material to be found in the state reports. It is to be admitted that many statements made are still largely matters of opinion, but they are presented with a full consciousness of their character. The main excuse, if such is necessary, for presenting this matter is, that new high schools are largely established not upon the evidence of scientific fact, but rather upon a consensus of opinion arrived at by public discussion of the question. In addition to the above, the question of the units of organization usually adopted in the establishment and maintenance of rural high schools, together with a short discussion of the curriculum generally found in them, is taken up. No attempt is made in this chapter to go into the details of administration in regard to either of the topics presented. Many other important topics such as supervision and inspection and the training and examination of teachers have been for the want of time almost entirely neglected.

CHAPTER II

THE EXTENSION OF HIGH SCHOOL PRIVILEGES A PUBLIC NECESSITY

The battle for free public high schools has, in large part, been fought and won in this country, though the extension of such schools has not as yet been sufficient to enable all of the youth of the land to take advantage of such opportunities as they may offer. The evidence of this victory is to be found in the fact that all of the cities of the country, and most of the towns with a population to exceed two thousand five hundred inhabitants, together with many smaller towns, villages, and thickly settled rural districts have voluntarily taxed themselves to support free public high schools. The most notable exception to this is to be found in the South.¹

Since any extension of our system of secondary schools entails to a greater or less degree, the same argumentative struggle that every community, enjoying these privileges, has passed through, it will be necessary to take up and briefly discuss the advantages underlying the further extension of the system to include a larger proportion of the rural districts. It is probably safe to say that there are no valid theoretic reasons why the educational opportunities, in a democracy, should not be extended indefinitely. The only valid argument that may be raised against such an extension of the system is that of inability upon the part of the people to support this type of education.

The question as to whether each child should have an opportunity to attend an elementary school has been settled for all time in all regions in this country. There is not a state or territory in the Union that does not either partly or wholly support such a system by state or local taxation or by both. The standard of quantity in opportunity has been almost universally advanced to what is commonly known as the end of the grammar school, and most of the states have advanced this standard until it embraces the high school. Many have included the university, but a number of these have failed as yet to make adequate provision

¹ See Chapter XI.

for a complete connecting link between these two institutions. It may be maintained with some degree of truth that the elementary school exists upon the whole, for the purpose of educating the masses, but the university certainly exists primarily for the purpose of preparing leaders. This latter being the case it is difficult to see the logic that would permit the state to fail to provide the natural feeder to this higher institution. However this may be, most of the states have approached the problem from this end. Massachusetts, in her educational history, illustrates this best, though many of the Western States have in recent years far surpassed her in the fostering and support of higher education. In regard to secondary education she has until recently largely confined herself to compelling the local establishment and support of such institutions. On the other hand Minnesota has for many years given to each and every one of her numerous high schools, large and small alike, a large bonus direct from her state treasury.

There is no good logical reason why the universal support of free education should cease at the end of our grammar schools. The break in the system at this point is a mere incident of development and is not based upon any forethought. This practice of ending our so-called elementary course of education at the end of eight years is the result of the meeting of the two ends of the system.

As the professional schools have developed, due to a demand for higher training in the professions, they have forced themselves into the institutions of higher learning, until they now require at least two years of the time that was at one time devoted exclusively to college work. Thus approximately two years of the old college course has been forced out of the curriculum and this material combined with the upper end of the grammar school of colonial days, in a rough way, constitutes the material that largely makes up the curriculum of our secondary schools of to-day. To this must be added, however, a number of scientific subjects that have found their place more recently. Our present system of elementary schools, in so far as the curriculum is concerned, is constituted of the remnants of these old grammar schools and the primary schools of the colonial period. To this material we have in all of the above

institutions added much in the way of matter that is patent to our new civilization and its demands. The two higher divisions of our system have met the problem of an overcrowded curriculum by dividing the material into elective courses. For the elementary school the problem remains as yet unsolved.

It therefore appears that the primary school pushing up from below has extended itself so as to include that material which has been rejected from the secondary curriculum, and the eight-year course of the elementary school does not necessarily mark any natural division in the process of education. This view of the matter is further evidenced by the recent movement to divide the public school course into two six-year divisions. At any rate as it is constituted, our elementary school course certainly does not mark the place where the education of a great mass of our youth should cease.

The average individual is at fourteen just approaching the time of life when it is possible for him to begin in earnest the training that will fit him for his work. He is just entering the period in his development when he will begin to see the world in its proper relation to himself, and is it not at this time above all others that his mind is susceptible to moulding in its relation to society and the world at large? It must also be borne in mind that economic and social conditions have been rapidly changing, that the problems confronting the man of to-day demand a mental and moral training such as has never been demanded of men before, and that the individual who attempts to meet these problems with an equipment such as the schools of a generation ago gave, must inevitably fall far behind in the struggle of life, if we mean efficient life.

All of the arguments that have been instrumental in the creation of free public high schools in cities and towns, apply equally well to the establishment of high schools in rural communities. Such schools will ultimately become the colleges of the people, the institutions wherein the youth of the country will receive their introduction to the sciences, to mathematics, to literature, to history, and to the fine and applied arts. They represent a period of training in the humanities (we do not refer alone to the languages, since they are but a means to such and end), and in such practical studies as will give a basis not

only for their ultimate culture, but for their final training in their chosen economic pursuits. In short they will in time be the means of refining not only the economic pursuits of life, but they will raise the standard of living, beautify the home, and refine the social relations of the people.

There is no other place where a good education will give such returns to the individual as it will in the country, where the life is more isolated, and where the individual has to depend largely upon his own resources for his culture and entertainment. The city with its many educational advantages is giving an opportunity to its youth that the country must sooner or later duplicate, or our rural population will in time form a distinct class which will grow more hopelessly rural as the years go by. Some of the best blood of the nation is still to be found in the rural districts in this country, but this can not last long if the best material keeps flowing to the city to be swallowed up in many instances by the rabble, because, as individuals, they find themselves handicapped by the lack of a proper education.

If the education of our secondary schools is to be classed as cultural, the youth of our rural districts need it more instead of less than those who live in towns and cities, because the cities and large towns offer other means of acquiring culture that are not offered in the country communities. If, on the other hand, the secondary training is to become economic or practical, the individual in the country needs this training for his chosen work no less than his city cousin. It is to be hoped that in the final struggle between the so-called culture and trade schools of the secondary type, enough of the common culture element will be left to make it possible for a free mixing of the city and country bred youth. Further, it is to be hoped that the secondary training of the future does not become so specific as to bar a constant change of individuals from rural to urban life and the reverse. It would be a death blow to many of our cherished democratic institutions if we were to allow the development of an educational system that would brand the child and forever fix him in the environment in which he may happen to have been born.

The rural high school has the further function of preparing those who may wish to do advanced work, for the university,

and other institutions of higher learning. The youth of country and city are equally entitled to this opportunity, and it must be provided by those who are adult and producers; it is an obligation to posterity that humanity has in a general way always recognized.

Such high schools when they have become a part of the community life will form the nucleus of the educational and social life of the section in which they are situated. They will influence the whole region educationally, and will stimulate the minds and broaden the views of those whose school days will have ended years before. It is impossible fully to estimate the value of the influence of a good high school upon the citizens of these remote sections of the country. Such an institution with its debating societies and public lectures would ultimately become the forum of the people where the vital questions of the day could be discussed, and where intelligent citizenship could be created. All of these influences will, with the coming of these schools, inevitably lead to a broadening and refining of the social relation in country life. A large part of our education both cultural and practical comes through contact with other individuals, and in general the broader this contact the richer will be the opportunity it will present. The rural high school, the community unit of which will be of necessity much larger than the usual school district, will serve to bring the young of a relatively large geographical area together. The result of this can not fail to raise the general standard of life in these various communities.

A reference to the state school reports will establish the fact that wherever rural high schools have been created and maintained, the lower schools have shown an increased vitality. This is what one would expect since they set a standard of excellence which these schools try to reach. It is certainly very evident from a study of the facts of the case that wherever there has been no standard of measure placed upon the product of the public schools they have shown less vitality and are of a lower standard than in regions where such a standard has been maintained.² And no standard has been so effective as that placed by an institution which is destined to receive their output. This is largely due to the fact that no other authority has created a definite standard of efficiency. The meeting of the pupils pre-

² Report of State Superintendent of Illinois, 1904, pp. 173-184.

pared at the various elementary schools of the district, in actual social and mental contact, has a wholesome reactionary effect upon the schools from whence they come. Again the child sees beyond him a goal toward which to work, and even if he is never destined to reach it, it will have helped him somewhat.

These schools will also relieve the congestion of older pupils who remain in the elementary schools in the hope of getting something more out of a course which they have already completed in most if not in all lines. Thousands of such boys and girls linger about these schools every year and finally become discouraged and leave, because of lack of work and attention, and if they do remain, as in some instances they certainly do, they succeed as a rule, only in forming indolent habits, or if they succeed in enlisting the interest of the teacher they take the time that justly belongs to the younger children who are accordingly neglected. This condition exists at one time or another in almost every rural district in the country, which is located at too great a distance from a high school.

These institutions will reflect back upon the elementary schools through the indirect process of giving them better prepared teachers. It is perfectly safe to assume that these lower schools will, to the last one, have teachers that have a secondary training as a minimum, if they are located under the shadow of a rural high school. This is an exceedingly important factor when the enormous number of teachers employed in these same country districts, who are fresh from the schools they teach or from a neighboring school of no higher grade, is taken into consideration. Again in districts that have reached a higher standard of qualification for teachers, the rural high school comes in as a feeder to the normal school which gives opportunity for the professional training of their output. Many of these normal school trained teachers naturally enough find their way back to their home communities. The following tables will throw some light upon this subject of the preparation of teachers in high schools.

TABLE I³
RELATING TO HIGH SCHOOL TRAINED TEACHERS IN ILLINOIS

Name of high school	Teachers sent out			Total graduates
	Graduates	Under graduates	Total teachers	
Biggsville.....	16	3	19	89
Harvey.....	14	5	19	81
Harrisburg.....	0	0	0	16
Joliet.....	76	14	90	317
Lasalle.....	45	6	51	124
Neuvoo.....	23	0	23	63
Oak Park.....	0	0	0	94
Ottawa.....	0	0	0	700
Pontiac ⁴	90	140	230	240
Roseville.....	5	1	6	45
Savana.....	0	6	6	20
Streator.....	154	0	154	500
Totals.....	423	175	598	2,299

The above schools are located in towns or cities.

³ Report of State Superintendent of Public Instruction, 1904, p. 163.

⁴ This school has a training course for teachers.

TABLE II⁵

RELATING TO THE NUMBER OF GRADUATES WHO ENTER THE TEACHING PROFESSION IMMEDIATELY UPON COMPLETING THEIR HIGH SCHOOL COURSES, IN THE STATE OF WISCONSIN.

	3 year high school	4 year high school	Totals
Graduated 1902-3.....	278	2,132	2,410
Taught 1903-4.....	90	637	727
Graduated 1903-4.....	215	2,256	2,471
Taught 1904-5.....	63	1,040	1,103

Neither of the preceding tables takes into consideration such individuals as have extended their preparation by entering normal schools and universities, and who sooner or later will have returned to the schoolroom.

To put the matter another way thirty per cent. of the whole number of individuals finishing the high schools of Wisconsin at the end of the academic year 1902-3 taught in the elementary schools the succeeding year and the following year 44 per cent. of those having graduated the year next preceding also entered the profession of teaching.

The illustrations given above are only a few of many that might be presented. The same condition exists in all of the states which have rural high schools located within their boundaries; and where such schools do not exist, many of the graduates of the city high schools find their way into the rural communities where they teach, upon the whole, only long enough to get sufficient experience to enable them to secure positions in the towns and cities.

⁵ Compiled from Reports of Superintendent of Public Instruction of Wisconsin, 1902-3-4-5.

General sources for chapter:—Reports of state superintendents and commissioners of education for the states and territories for the last thirty and in some instances the last fifty years.

CHAPTER III

STATE AID TO RURAL HIGH SCHOOLS A PUBLIC NEED AND DUTY

The need of rural high schools from the standpoint of the individual and the community has already been discussed, therefore it remains only to deal with the problem from the standpoint of the state. The state, being the largest social unit that directly taxes itself for educational purposes, is as a consequence the most comprehensive unit in educational administration and support. The attitude of the national government has always been favorable to education, but it has left the administration of educational affairs to the various states and territories. It has on the other hand bequeathed to the various states and territories large grants of land to be strictly used for the purposes of public education, in addition to this it has in one instance contributed to the various states a considerable amount of its excess funds, which amounts were in most cases applied to education by these states. All of the states administered under constitutions adopted since the War of the Rebellion have made provision in these same constitutions for the establishment of a system of free public schools, and such states and territories as do not have constitutional provisions, have established like systems through legislative enactments. The only questions are then, to what extent shall this education be carried, and how shall it be supported?

One of the prime functions of the democratic state is to raise the general intelligence of its citizens to the highest possible degree. This is, in fact, the only policy that it may pursue, would it perpetuate itself. The many vital social problems which confront the country to-day can only be solved through increasing the general intelligence of the people at large, and by giving the freest opportunity for the development of individual genius. All of the states have, in intent at least, made provision for the increase of general intelligence to the extent of providing an elementary education. That this provision has been ample in the past is not sufficient evidence that it will suffice in the future. The growing complexity of our economic and social life is making demands upon citizenship that cannot be met by an edu-

cational preparation that was intended for the relatively simple life of the past. Many of the states have already recognized this, and are making strenuous efforts to extend their systems to more completely include the high schools. No amount of preparation in the field of leadership will be sufficient to give strength to a democracy unless it is accompanied by an increased intelligence in the general citizenship. Again there are all degrees of leadership, and this means many degrees of preparedness on the part of an immense army of different individuals; such an army as it would take all of the universities and colleges many years to provide. The state must then of necessity look to the high school as an institution for the preparation of leaders of a secondary class, and since upon the whole such secondary leadership will in rural communities be assumed by those of rural birth it is essential that such communities shall have in their midst an institution for their training.

It has been pointed out elsewhere that the elementary schools are greatly stimulated by the establishment of secondary schools. In fact it may be doubted whether it is possible for them to become highly effective unless there is some higher institution to receive and measure the efficiency of their product. Not only is such a standard necessary, but it must be clear cut and definite, and heretofore no such standard has arisen, either for elementary or secondary schools, that has not been created by an institution destined to receive their product. Some are inclined to the opinion that this is all wrong and it may be so, but it is inevitable nevertheless, and if such standards are to be created the ultimate correction must come from above, and this is particularly true for the elementary school, because the early age at which the average child finishes the course makes it impossible to set a standard of social and economic utility that will be definite and capable of being measured. It follows then that the state cannot build up an effective system of public schools until it makes provision for the output of the elementary schools, and provides educational opportunities for the individual up to the time that he assumes the responsibility of economic production.

Again the elementary schools cannot become as effective as they might be until they are provided with an educated corps of teachers. To secure the best of these the state must give the

widest opportunity for the continuation of the education of all in every community. It is not sufficient to the purpose that a few special schools be established to train teachers at a long distance from these rural communities. The best evidence of this inefficiency is shown by the fact that but a small portion of the teaching corps of the country has completed a normal school course and yet these schools are comparatively plentiful and entirely free to those who desire to prepare for the profession. They are, however, so located as to require that the student must leave home to secure their advantages. It is a well known fact that the immediate region wherein these schools are located furnishes an unusually large proportion of their students, and that the schools in such favored communities are more largely supplied with normal graduates. The best of the available material finish the elementary schools before they are old enough to leave home, and in addition to this the extended time required for a grammar grade prepared pupil to finish his training away from home is such as to bar many on the grounds of economy. Thus it turns out that the normal schools succeed in preparing but a small portion of the teachers needed in the elementary schools of the country. The truth of this is indirectly evidenced by the fact that the normal schools of the country that have raised their entrance requirements so as to admit only teachers and high school graduates are preparing an increased number of teachers each succeeding year. This increase is out of proportion to the increase of previous years and to the increase in the output of such normal schools as still admit graduates of the grammar grades. Coming back to the main question at issue it is an undisputed fact that a large proportion of the elementary schools of the country are taught by teachers that have received no training other than that afforded by the school which they teach or a school of equal rank. That the rural high school will in a large measure solve this problem of better teachers for the elementary schools in rural districts cannot be questioned.¹ The influence of these schools will be felt not only through the teachers that they place directly into these schools of lower grade, but through the individuals that they send to the normal schools of the country.

¹ See Chapter II, last paragraph.

It is vital to the welfare of the democratic state that the various community units of which it is composed do not develop separate social classes, and this is just what is happening in this country at the present time. Many rural communities are relatively retrograding rapidly; this is in part due to the fact that they do not offer adequate educational opportunity to the young, and to the consequent migration of the better element to the towns and cities where better educational facilities may be secured. The child of fourteen or fifteen cannot be sent to these towns and cities alone and the only alternative is to leave the country entirely. It is certain that parents of discretion will not permit their children to leave home at any such age, and it is just as certain that their ambition for their children will not permit them to remain in a community where proper educational opportunities are denied them. The places left vacant by these people are immediately filled by individuals of foreign birth. These together with the less ambitious and the less prosperous of American birth are at present tending to constitute our agricultural classes. The welfare of our country depends to a great extent upon our ability to absorb and work into Americans these foreign born peoples, and it is important that their lot be cast not with the least but with the most progressive and cultured of our citizens.

The only way the state can counteract this tendency toward community class differentiation is through the agency of the public schools. The extension of educational opportunities in these districts until they are more nearly equal to the opportunities given by the cities will have a tendency to check migration somewhat and will also raise the general standard of intelligence of those that remain. Such opportunities will serve also to Americanize the foreign element settling in these districts. They will also raise the barrier which hinders the city bred from making permanent homes in the country. All of which will lead to the reestablishment of social intercourse between our rural and urban populations.

In all of the turmoil arising from our strenuous efforts to extend our commercial supremacy we are prone to forget that history has proven that the greatest asset a nation can possess lies in the cultivation of its soil and the developing of an intelli-

gent and cultured class of rural people. And though agriculture has made enormous strides in recent years in this country it has by no means kept pace with other industrial pursuits. Its largest asset has not been through increased intelligence in agriculture proper, but through a rapid development in the production of tools and machinery. This sudden development in material aids did not find its impetus in agriculture as such, but it largely grew out of the rapid development of the mechanical arts which in turn received their impetus from manufacture and transportation. As a science it must be admitted that the subject of agriculture is in its infancy in this country. The only influence that can raise the agricultural pursuit to an art is the increased education of our rural population. In recognition of this need the national government has been making strenuous efforts to increase the general knowledge along this line by providing for the preparation of leaders in the field. But such leadership will avail little until the intelligence of the rank and file of farmers is increased, and this burden must rest with the various states. A few of the states have recognized that there is such a problem, and some of them have provided for a number of agricultural schools of the secondary type. Wisconsin has provided for the establishment of such a school in any county of the state. These schools are as a rule too short in term and too narrow in scope to admit of a good secondary education. To get results an agricultural school must, like a commercial school, teach something more than the particular subject. These schools must if they would succeed give a course rich enough in other material to become cultural in a general way. If we are to sacrifice the culture side of our secondary education to secure the practical training we would much better let it alone. But this need not be the case, the introduction of the practical courses into the secondary schools does not necessarily entail the throwing out of all of the subjects that have heretofore composed the curricula of these schools. Such an injection of new material may require the modification of many of these subjects both in content and presentation, and the disbanding of some others, but a school which ignores totally the languages, and all such sciences as do not have a direct bearing upon the subject of agriculture, and the fine and applied arts as such, will never meet the demands

of the country youth. Nor will such schools entice the country boy to remain in the country. The country youth demands above all else some of the culture that is denied him in the rural life of to-day. What we need in the country is not more of what we already have but some of the opportunities for culture that are denied by the conditions of country life, and which may be had for the taking in urban communities. What we want in rural communities is not agricultural high schools but agricultural courses in high schools. If in this struggle we have to sacrifice either the culture side of secondary education or the practical side we had better let the practical side go. The individual when he takes up the problems of life seriously will have little enough time to spend upon the finer things of life which make it worth while. To put it another way the man who has had a good liberal secondary training of even the old type will much more readily get what he may have missed in not having completed an agricultural school than he will get that which he would have missed had his training been reversed. Just as the high school graduate has in the past surpassed the business college graduate so will the graduate of the rural high school in the long run surpass the graduate of these elementary agricultural schools, as at present conceived.

Equal opportunity to all is a fundamental doctrine of democracy, and the mere fact that the child happens to reside in a community where it is more difficult to give educational advantages should not in the large militate against him. It may be essential to the welfare of the state at large that his parents be there, and if the economic conditions be such as to hinder the community from giving him proper educational advantages, the state should see to it that the conditions are changed, or that the deficiency in opportunity be, if possible, supplied.

The welfare of the state depends not only upon the general intelligence of its citizens, but also upon intelligent leadership. The leaders in a democracy should not only be intelligent, but they should possess the largest possible amount of intelligence. The necessity for the preparation of leaders has been recognized by the national government as well as every state in the Union to a greater or less degree. The national government has recognized this principle by the founding of military and naval acade-

mies and colleges, by the support of agricultural colleges, and by grants to institutions of higher learning in a large majority of the states. The various states have recognized the principle by making large grants of public lands and of moneys to the institutions of higher learning in their confines, and by the establishment and support by direct taxation, or by special appropriations, of state universities, colleges, and normal schools.

As previously pointed out the various states have upon the whole made it possible for all to have the opportunity of receiving an elementary education, but the present status of high schools is by no means such as to provide secondary educational opportunities to any great proportion of the rural population. Some of the states have created preparatory schools in connection with their higher institutions of learning, but these are not adequate to the purpose for which they were intended, since they necessitate the child leaving home at an age when he should be under the direct charge of his parents, and since the parents in many cases cannot afford to keep their children in these schools. At this age the child is not as a rule self-supporting at least in a degree that would enable him to support himself and still find time to do the school work. In which case, if the parent cannot afford to support him away from home, he fails to reach the university. This is not necessarily the case with the individual who has succeeded in finishing the secondary course of instruction, as is evidenced by the large number of boys and girls who succeed in making their way through the universities.

As a result of this condition an undue proportion of our college and university students are town or city bred, and this proportion is continually on the increase. If the state desires the best material out of which to create its leaders, it must extend the opportunity for the securing of a secondary education to every individual in every community in the country. Much of the best material in the nation is yearly going to waste, in so far as leadership is concerned, because of this unsurmountable gap in our free school system. Such a loss is of vital importance to the state and country.

"The discovery and development of superior ability wherever it exists is one of the safeguards of a democratic society. But to secure this, secondary education should be within the reach of all

—not merely of all the cities. Moreover, free secondary education sufficiently broad and so flexibly administered as to meet the wants of all pupils whether they intend ultimately to go to college, enter a profession, go into business, or remain on the farm, would undoubtedly tend to check the migration of the best families from the country to the cities—a very desirable result.”²

Dr. Cubberley in his exhaustive study, “School Funds and Their Apportionment,” has pointed out that the mass of the rural districts is already overburdened in their attempt to support elementary schools of an inferior class while the towns and cities with comparative ease support not only elementary schools but also high and sometimes technical schools. The following table taken from Dr. Cubberley’s work illustrates this fact better than any words.

HIGHEST AND LOWEST RATE OF TAX IN MILLS NECESSARY TO PRODUCE \$250.00 “PER TEACHER” BY LOCAL TAXATION, WITH STATE AVERAGES.³

	Rate of taxation in mills		
	Highest	Lowest	Average
37 Massachusetts towns.....	11.62	.36	—
8 Connecticut counties.....	2.97	1.42	—
State of Connecticut.....	—	—	1.75
15 towns of Windham County.....	8.41	1.36	2.68
23 towns of Fairfield County.....	4.90	.88	1.42
9 Wisconsin counties.....	11.57	.72	—
State of Wisconsin.....	—	—	1.95
8 Missouri counties.....	7.56	3.56	—
State of Missouri.....	—	—	3.32
8 Kansas counties.....	10.88	3.90	—
9 California counties.....	3.18	.44	—
State of California.....	—	—	1.22
10 Indiana counties.....	10.41	1.76	—
State of Indiana.....	—	—	2.99

² Hanus, *School Review*, Volume VIII., p. 345.

³ Cubberley, p. 53.

The above table clearly shows that no unit of taxation less than the state can be counted upon to give the financial aid necessary for the universal establishment of free secondary schools. Certainly the county as a unit of taxation and support for secondary schools is superior to the township or district unit, but the above clearly shows that if the state allows the burden to rest upon the various counties there will be little result except possibly in some of the thickly populated eastern states. Massachusetts has undoubtedly secured a considerable result by enforcing upon the towns the support of secondary education, but it must be remembered that the population of this state is upon the whole crowded into villages and cities, and notwithstanding this she has in recent years recognized the necessity of extending aid to secondary education in the poorer towns.

In many sections of the country the proposition to establish high schools in a given community, or to give state aid to such schools is frequently met with the argument that secondary education is not and never has to any extent been the function of the state. This statement is certainly historically incorrect, because the early grammar schools of colonial times were the first to receive state aid unless one would include the occasional appropriations that were made to colleges. And these same grammar schools, which were principally preparatory schools, were among the first to be supported by general taxation.⁴

In 1636 just six years after Boston was settled, when the entire population of Massachusetts Bay Colony did not exceed 5,000, the general court appropriated 400 pounds sterling to Harvard College. This sum exceeded the tax levy, for the entire year, for all other purposes combined. In 1647 the colony passed a law compelling every town with a population to exceed 100 families to support a public grammar school to fit boys for Harvard.⁴

These schools were to be free at the option of the towns supporting them. Connecticut followed the lead of Massachusetts with similar laws. Every colony gave support to secondary or higher education before the Revolution, and every state from its inception has given support to higher education.⁴ The atti-

⁴ Brown:—*The Making of Our Middle Schools*, Chapter III.

⁴ Dexter:—*History of Education in America*, Chapter III.

tude of the national government is shown in that in 1787 it set aside two complete townships in every new territory for the support of higher education. The great mass of the Western States support state universities and other institutions of collegiate grade. In view of the fact that the state is supporting in most instances universities and to a greater or less degree elementary schools, it is difficult to see how the position can be maintained that secondary education is not a function of the state.

The antagonistic attitude frequently held toward the extension of secondary educational institutions is probably a result of the fact that the state support of the higher institutions of learning has usually been through the granting of special subsidies and the consequent nonappearance of the item upon tax receipts. Again the settlement of the West was by men who did not bring into the new country much of the culture and training present among the early settlers of New England; and in these new states the elementary schools were largely a development of the new civilization, growing out of the immediate wants of the people and rarely if ever exceeding the practical need of these people with their scattered population and simple life. In short this unfriendly attitude toward the institution, when held by men of intelligence, is probably a result of the fact that we are just passing out of the frontier stage of our development and are but beginning to look upon the matter of education, particularly higher education, as essential to the new condition presented by the evolution of a higher and more complex civilization.

It seems that many persons have worried over the pauperizing effect of giving to the individual a free education. This has been one of the stock arguments of the opponents of free education from the first inception of the idea. In England, even to-day, the charity view of the matter is yet largely held in connection with the public schools. In this country the practical workings of a free educational system has totally disproved that it can have a pauperizing effect upon its recipients. The claim that the public provision of free educational opportunities in this country, in so far as such opportunities have been created, have tended to pauperize the recipients of them is of course untenable, and the further claim that the extension of such opportunities to include secondary schools will tend to pauperize the youth of the

land is, in view of our past experience of the last forty years, equally untenable. If the contention were true we would already be a nation of paupers.

Neither is the statement that the increase of state aid to the rural communities, in order that they may provide better educational opportunities both elementary and secondary, will tend to pauperize them, borne out by this experience. It is a fact, that an increase in state aid to elementary and secondary schools has invariably led to an increase in local taxation for the purposes of education.⁸ This false theory has also time and again been directed against the present tendency to supply free of cost textbooks and other needed apparatus to the children. The error in this argument is of a sociological character. The peculiar nature of an education, as such, makes it impossible to pauperize it, since it cannot be given directly to the individual, but on the other hand must be secured by each and every one through individual effort. Thus it is impossible by any human contrivance to pauperize it, because no amount of opportunity can educate or relieve the individual necessity to strive, in the securing of an education. Further educational opportunity is, when properly administered, only a loan to the individual, and he can neither barter nor monopolize it. It is a loan that will pay the largest of all dividends to the state.

There is another phase of the general subject of extending state aid to the institution of public education which has not been worked out by any one, so far as we know. At every attempt of the state to extend its fostering care to the schools of the remote and relatively poor districts, we hear the representatives of the great wealthy city districts giving vent to the cry that they are already paying into the educational fund of the commonwealth much more than they are receiving from it. This viewed in the proper light should of course give rise to no such controversy, so long as the opportunities extended to the children in these remote districts do not exceed those provided to the city child. But there is something the matter with the claim of the large city in this matter from the purely economic standpoint.

The great city of a commonwealth is in a sense the clearing house for all the lesser cities, towns, and rural communities. The

⁸ See various Reports of State Superintendents.

smaller cities are the clearing houses for more restricted communities, and the towns are the clearing houses for the rural communities. There is no doubt but that the banking institutions of the smaller cities carry on a large credit business with similar institutions in the metropolis of the commonwealth, and that the towns carry on a credit business with these same smaller cities, and again that the rural communities carry on a credit business with the banks of the towns and villages. To put the matter directly there is a continuous flow of surplus earnings to the larger cities for investment there. This is clearly evidenced by the fact that the failure of one or two of these larger institutions will as a rule cause a crash clear down the line, until the actual loss is felt even in the most remote communities.

The point which we wish to establish is this, that the assessed valuation of a great city is not necessarily upon property owned by the people residing in that city, but that it may and actually does represent the wealth of a multitude of people who live in smaller cities, towns, villages, and rural communities. This being the case the argument that the great cities are compelled to contribute more than their just share to the support of free public education is not well founded in fact. The claim that these cities are compelled by the state to extend charity to the rural communities in matters of education and other benefactions is not correct. It would seem that here is a rich field for investigation which might if it can be cultivated lead to an entirely new view of the matter of state benefactions.

General sources for chapter:—

Cubberley:—*School Funds and Their Apportionment.*

Brown:—*The Making of Our Middle Schools.*

Dexter:—*History of Education in America.*

Reports of state superintendents and commissioners of education for the states and territories for the last thirty and in some instances the last fifty years.

CHAPTER IV

UNITS OF ORGANIZATION AND COURSES OF STUDY FOR RURAL HIGH SCHOOLS

The units of organization for rural high schools vary widely in the different sections of the country as well as in some of the states themselves, the smallest of these units being the district. These district high schools in so far as they may be classed as rural, have largely grown out of the elementary schools through the gradual addition of high school subjects. This is particularly true in such states as have had the district unit of organization in matters of education. In every state with the district unit of organization and taxation, where the law has failed to define the public school as a strictly elementary school, the rural high schools have grown up as district schools. Such conditions as permit of this method of extension of the elementary schools have their strong points. Many of the large prosperous high schools of the country have evolved from the elementary schools in this manner, and a large number of these would not now exist had it not been for the pioneer work performed by the early elementary schools. This type of development is still going on in many parts of the country at the present time.

The great weakness of the rural district unit is, that as a rule, it has neither the pupils nor the finances out of which to create a high school. Other things being equal, the rural high school will increase in efficiency just in proportion as it can add to itself pupils and teachers.

The union of districts for high school purposes is also an indirect outgrowth of the gradual extension of the elementary school. It is quite probable that as a type it is the result of the combining of two or more advanced district schools that had already developed considerable high school work in connection with their elementary courses. This system of organization for high school purposes has some advantages over any of the others, since under a well defined administrative policy it would permit of a more economic distribution of schools than would be possible under the township system. The population of a state is not distributed according to township lines, but is usually, even

in the most remote districts, distributed about small towns and villages, and these small centres of population are, as a rule, well distributed over the territory. They generally, in a small way, constitute the business centres of these several communities, and are usually located in the most densely populated districts of the region. If high schools were established in these small towns and villages, they would be within reach of most of the pupils, and if the surrounding territory were properly divided, the scheme would yield itself readily to the transportation of pupils, which is, in the near future, going to become one of the greatest factors in the development of such schools. These small towns or villages, being the centres of trade for the surrounding country, and the points for the distribution of the United States mails, would necessarily lend themselves better to the solution of the problem of transportation than the townships. The old saying, that "All roads lead to Rome," has a particular significance here. On the other hand the township system of organization must do one of two things, either locate its high school or schools in the larger town or towns, or locate it or them so as to geographically occupy the centre of the township or the centres of smaller geographical divisions. If the first course be pursued, it will be necessary for many of the pupils to travel across the entire township while a high school may be located within a few miles of them in a neighboring township. If however the school is located in the geographical centre of the township, the mass of the pupils will in all probability have to travel long distances. In a few of the states where the township system prevails, the difficulty has been surmounted by permitting the pupils to attend the high school of an adjoining township, when their own high school is too distant to be easily reached, the district or the township where the pupil resides paying the tuition. This however, only serves to complicate a system which need not exist. The practice serves further to weaken financially the very schools that in many instances can least afford it.

The township unit of organization is more prevalent than the district unit in so far as it applies to rural high schools that have the state recognition as such. This is a perfectly natural condition of affairs, since in the most of the older and wealthier states the township constitutes the unit of taxation and organization for public school and other civil purposes. The Eastern

and Middle Western states have largely organized their schools upon the township unit basis, while the Rocky Mountain and Western states have practically ignored the township unit in educational matters. So long as the unit of high school organization is made to conform with the political units of taxation and administration, the township unit is the most desirable, since the county high school plan necessitates, to a large extent, the removal of the pupil from the home.

The union of townships into high school districts has been employed to some extent where the townships covered a small area, or where they separately have been unable to support high schools. This plan is advisable rather than to inadequately support two or more high schools, and with the free transportation of pupils could be made to meet very satisfactorily the wants in some communities.

The county plan of organization is very largely practiced, especially in the southern and western parts of the country. This plan usually, though not always, implies entire local support.

There are other types of schools in the various states that have, to some extent, served and in fact still serve to take the place of secondary schools in rural communities. The private academies of the eastern section of the country have served this purpose to a considerable extent. Some of the New England states at the present time permit the payment of the tuition of a large number of pupils in these schools, by the various towns in which they are located. In some instances the state recompensates these towns in an amount equal to a part or in some instances to the whole of this tuition.

These academies and other private or semi-private institutions of equal rank in the South have, until very recently, almost entirely served as secondary schools, though they have, as a rule, collected tuition from their pupils. The Central States also have had a large number of such schools. The states of Ohio and Indiana in particular have in the past had a great number of so-called colleges and other private institutions of secondary rank well distributed over their territory. They are, however, rapidly giving way to the free public high schools.

The state normal schools have in the past to at least some extent served as secondary schools, and since in most instances they are located in the agricultural regions, and have usually

charged no tuition, they have played no small part in the secondary training of the rural youth of the country. These institutions have, however, in recent years tended to raise their entrance requirements so as to admit only high school graduates and certified teachers, and as a result they are serving less and less the function of secondary schools. The fact that it has been possible for them to raise their requirements for entrance so as to include in general but high school graduates, is merely an evidence of the rapid growth of secondary schools. Many of these institutions, notably in the Middle West, still serve to a considerable extent the purpose of secondary schools, as is evidenced by the relatively large number of boys enrolled in comparison with the number of men in the teachers' profession in these states.

The courses of study in the rural high schools are very similar to those of the city high schools in the states wherein they are located. The most notable difference being that they offer a smaller number of courses, a direct result of the small teaching force employed. Most of the states have, however, required a course other than the classical course in these schools, making the foreign languages elective where offered at all, and in almost all instances one or more of them are given. A notable exception to this general rule is the course outlined for the Florida state high schools, where the required course practically includes five parallel courses as follows: English History, Mathematics, Latin, and Science,—the elective courses being German, French, Greek, and Spanish.

Wisconsin requires that each free high school shall give a course similar to an English Scientific course and permits the addition of an Ancient and Modern Classical course.

Massachusetts requires for its rural high schools, employing two or more teachers, the offering of a similar course to that of Wisconsin. The state refuses to recognize the one teacher high schools.

The following rules governing the making, adopting, and administering of courses of study for the Free High Schools of Wisconsin were adopted in 1903:¹

¹ Report of the State Superintendent of Public Instruction of Wisconsin, 1903-4, p. 96.

1. All proposed courses of study must be approved by the State Superintendent, * * *.
2. New Courses of study should go into force only at the beginning of the year, * * *.
3. No course will be approved unless the teaching force is sufficient for its administration, * * *.

Core of Required Work for All Courses.

Every four year course of study shall contain at least fourteen units of work. Of these the following units of work should be in every course of study (a unit of work to mean one year's work of one period a day, or 180, or more, recitations). Recitation periods should be not less than 35 minutes in length and a longer period if desirable.

I. Mathematics:

Algebra, 1 unit.

Geometry, 1 unit..... 2 units

II. English:

Includes literature, literary readings, composition, and rhetoric.....

2 units

III. Science:

(a) Physics, 1 unit.

(b) Any one of the following sciences, or a combination of no more than two of them, botany, zoology, physiology, physical geography, 1 unit.....

2 units

IV. History:

(a) United States history, including history of the constitution, 1 unit.

(b) Ancient history, or ancient and mediaeval, or mediaeval and modern and English history, 1 unit.....

2 units

V. Theory and art of teaching must be offered as an option at least 12 weeks, or may be required in one or all courses. (See section 496a, as amended by Chapter 439, Laws of 1901.)

VI. In courses offering less than four years of work in a foreign language, there must be at least three units of work in English, and two and one-half units in history.

Options.

Subject to the advice and sanction of the State Superintendent, and subject to the conditions herein contained, high schools have the following branches from which to choose in the construction of school courses:

1. Any foreign language.
2. Chemistry or any one of the sciences named in the "Core of required work."
3. History.
4. English.
5. Mathematics.
6. Civics.
7. Political economy.
8. Psychology.
9. Commercial subjects.
10. Subjects found in manual training and domestic science courses.

Maximum and Minimum Time Limits.

1. No subject, as a rule, should be offered for a less time than one-half year. Algebra and geometry should never be required for a period to exceed one and one-half years each.
2. Chemistry if offered, should be offered for a full year.
3. Not less than two years of any foreign language may be offered.
4. No single science should extend through more than one year.
5. The maximum for history shall be three years, or four years including civics and economics. Where instruction in American history in the elementary schools is strong, it is advisable to have United States history follow rather than precede European history.
6. Civics, economics, and psychology should not be given to exceed one-half year each.

7. * * *.

The Board of Education of the State of Massachusetts outlines the following course of study for the rural high schools of that state:²

A tentative course of study for a high school of two or three teachers,

FIRST YEAR.

<i>Subjects required.</i>	Recitation periods	Periods without recitations
Algebra.	4	..
Elementary physics, thirty weeks; elementary chemistry, ten weeks.	4	..
Ancient history	3	I
Composition.	I	..
<hr/>		<hr/>
Total of required periods.	12	I

Elective.

Latin.	4	I
Drawing.	I	I
Book-keeping.	3	2

Each pupil to elect at least seven periods, including periods without recitations.

SECOND YEAR.

<i>Subjects required.</i>	Recitation periods	Periods without recitation
English literature.	2	I
English history.	3	I
Geometry.	4	..
Grammar and composition.	I	..
<hr/>		<hr/>
Total of required periods.	10	2

² Report of the State Board of Education, State of Massachusetts, for the Academic Year 1901-1902.

Elective.

Latin.	3	2
French.	4	..
Elementary chemistry, twenty weeks; botany, twenty weeks.	3	2
Book-keeping, twenty weeks; commercial geog- raphy, twenty weeks.	3	1
Each pupil to elect at least nine periods without recitations.		

THIRD YEAR.

<i>Subjects required.</i>	Recitation periods	Periods without recitations
English literature	3	..
United States history, twenty-five weeks; civil government, fifteen weeks.	3	..
Composition and grammar.	1	1
Total of required periods.	7	1

Elective.

Latin.	3	2
French.	3	1
Physiology and hygiene, twenty weeks, geology, twenty weeks.	3	1
Trigonometry, twenty weeks; geometry review, twenty weeks.	3	1
Each pupil to elect at least thirteen periods, including periods without recitations.		

FOURTH YEAR.

<i>Subjects required.</i>	Recitation periods	Periods without recitations
Composition and grammar.	1	1
Total required points.	1	1

Elective.

English literature.	3	2
Latin.	3	2
French.	3	1
Advanced physics, twenty weeks; astronomy, twenty weeks.	2	2
Solid geometry, twenty weeks; advanced algebra, twenty weeks.	3	1
Drawing.	2	1
Any subject of previous year not taken. . . . .	..	..

Each pupil to elect at least eighteen periods, including periods without recitation.

The above courses are typical of those commonly required in the rural high schools of the country. There is a general feeling prevalent that these high schools should serve as finishing schools rather than as preparatory schools for the universities. As a result the university preparatory course is generally elective in most of them, if it is given at all.

This is not a new attitude as one soon discovers when he attempts to trace the development of the curricula of these schools. From the very inception of the rural high school movement, we find an attempt to differentiate the course of study of these schools from that of the city high schools and the academies. In Wisconsin, Indiana, and Illinois especially this struggle has gone on for years. The rural high school courses of these states have passed through the ten-week subject curriculum stage of development, which was a result of the general culture idea. Unfortunately all such courses have been long since abandoned and we have remaining, as the core of the curriculum, the most practical subjects which have grown up recently in our city high schools. That these courses are not entirely satisfactory is evidenced by the many attempts to introduce into these schools subjects that have more bearing upon the lives and occupations of the rural peoples. In recognition of the necessity for a different type of high school for the rural communities, we have the various states, in some instances, specifying the elimination of the dead languages, and in others even the elimination of all

foreign languages. In 1880 the legislature of Maine provided that instruction in the ancient and modern languages should not be given in any school aided by the state, unless such school constituted a part of a graded system. At the time of passage, this law had the effect of ruling all languages other than English out of the curriculum of the rural high schools. The intent of the law was doubtless, first, to secure a course in these small high schools other than the college preparatory course, second, to secure its most adequate administration by hindering the scattering of the energy of the teachers over too wide a field of instruction. In the administration of the laws governing high schools, the various state superintendents and state boards of education have as a rule insisted that the classical course should not occupy the first place in the curriculum. The discrimination against these courses has been placed upon the ground that but a very small percentage of the output of these schools will ever reach the university, and that such courses usually lead nowhere if not followed by a college course. The states that follow the plan of making the college preparatory course the dominant one in these schools are usually those whose high schools are under the direct supervision of the state universities. This is, however, not true in all cases.

It is rather surprising to note that after thirty years' experience in the administration of rural high schools they, as institutions, upon the whole, provide instruction in no subjects that have not been borrowed from the city high schools. This is the more to be wondered at when we take into consideration the fact that since the inception of the institution its friends and supporters have continually advocated a different type of school for the rural communities.³ While most if not all of the educational thinkers interested in these schools are crying for a differentiation of curriculum for them, none are coming forward with the worked out subjects to make up the new curriculum. It is safe to say that when they find these subjects and succeed in installing them we will immediately find them in most instances added to the city high school courses. The people of the country want what the cities have to give in the way of culture, and the cities want what the country may add.

³ See Wisconsin, Chapter V.

All the types of rural high schools discussed in this chapter receive in some instances state aid, and all are in other instances entirely supported by local taxation. A detailed study of these schools and their methods of support will be taken up in the following chapters.

General sources for chapter:—Reports of state superintendents and commissioners of education for the states and territories for the last thirty and in some instances the last fifty years.

CHAPTER V

STATE AID TO HIGH SCHOOLS

THE MAINE SYSTEM AS PRACTICED IN MAINE, WISCONSIN AND MINNESOTA

MAINE:¹ In his report for 1871, the State Superintendent of Maine, Warren Johnson, submitted the following form of bill to the legislature of his state:²

AN ACT IN AID OF FREE HIGH SCHOOLS

Section 1. Whenever any city, town or towns, shall establish and maintain a suitable free high school for such city, town or towns, and shall annually make special appropriation, by tax or otherwise, for the same, the state by this act covenants to appropriate annually in aid of said free school, not already provided for by state aid, a sum equal to the amount raised and actually paid by each city or town, for the like purpose, in no case to exceed five hundred dollars on the part of the state: said appropriation to be paid by the state treasurer from the general treasury, on or after November first of each year, upon proper certification by the governor and council, as provided in section four of this act.

Section 2. It shall be the duty of the town, or school district, in which said free high school shall be located, to furnish at the expense of said town, or district, a suitable building and equipment for said school.

Section 3. The course of study in said high school shall embrace the ordinary academic studies, and especially the natural sciences in their application to mechanics, manufactures and agriculture.

Section 4. Prior to the making or paying of any appropriation by the state in aid of such school, satisfactory evidence shall be furnished to the state superintendent of common schools, and by this officer to the governor and council, that the city or town asking aid, has complied with the conditions required in sections one and two of this act; and a certificate thereof shall be issued by

¹ The latest available State Report was 1907. The latest available School Law was 1905.

² Report of State Superintendent of Maine, 1871, p. 92.

the governor and council for the benefit of the city or town asking such aid.

Section 5. Cities, towns and school districts are hereby empowered to appropriate a portion of school money to sustain said free high school, as indicated in this act, in addition to the special appropriation required in section one.

Section 6. The free high school contemplated by this act shall be free to all youth in the town on such conditions of attainment or scholarship, as shall be fixed by the superintending school committee of the town; and the same school may be open to youth from other towns upon the same conditions of scholarship, and at the same rates of tuition as the superintending school committee may determine.

The bill was adopted by the legislature the following year, and in 1873 there were 134 high schools which received aid from the state. The total amount of money awarded by the state for the year was \$29,135. A large number of these schools were previous to this time privately endowed academies which were turned over to the various towns by their owners and managers. At least two were at the time established by towns with no villages of any consequence.³ By the end of the academic year 1878 the number of schools had increased to 150, and the total enrollment of pupils had reached 11,849. The amount of money awarded by the state had increased to \$35,827.86.⁴ In his report for 1878 the state superintendent intimated that there was a determined movement on foot to repeal the act providing state aid to these schools. As a result of the struggle that followed the legislature of 1879 passed an act suspending the operation of the law for one year. Their excuse for the action was that a reduction of state expenditure and taxation was necessary.⁵ The following legislature reduced the maximum amount that could be paid to any one school to \$250.00, and provided that ancient and modern languages should not be taught by any high school aided by the state unless it was a part of a graded system of schools.

These laws were modified from time to time in order to provide for the establishment of such high schools in adjoining towns, in precincts including a part of a town, or in a part of

³ Report of State Superintendent of Maine, 1873.

⁴ Report of State Superintendent of Maine, 1878.

⁵ Report of State Superintendent of Maine, 1880, p. 49.

two or more towns.⁶ It was also provided that no more than two free high schools might be established in any one town, and that the two taken together could receive only such state aid as the town should have received had it supported but one such school. If the town did not provide a high school, it was required to pay the tuition of all of its high school students in attendance upon neighboring high schools, provided this tuition did not exceed thirty dollars per year for any one pupil. The state agreed to reimburse these towns in an amount equal to one-half of the amount actually expended for the tuition of such pupils. It was provided, however, that the state would not pay to any one town, upon this account, an amount in excess of \$250.00 in any one year.

During the academic year ending June, 1890, there were 210 rural high schools which received aid from the state. These schools had a total enrollment for the year of 15,299. In the next ten years the number of schools had increased only to 214, and the enrollment had decreased to 13,338. The slight increase in the number of schools and the decrease in total enrollment in them were due to the fact that there had been introduced a state system of examinations for entrance to such schools. As a result of this many of the schools that had been previously listed as high schools and had received state aid as such were compelled to disband, and in like manner the enrollment in many of these schools was decreased, though the actual number of bona fide high school students had doubtless increased.⁷

By the end of the academic year 1906-7, the number of free high schools receiving direct aid from the state had increased to 230. These schools had an enrollment for the year of 13,124. Of this number 4,116 or 31.3 per cent. were attending from rural communities, 5,016 or 38.2 per cent. were attending from the villages, and the remainder or 30.5 per cent. were attending from cities. Of the total number 401 or 3 per cent. were common school teachers. In addition to the above there were ten free high schools which were adjudged to be below grade and which consequently received no direct state aid.⁸

⁶ Laws 1905, Sections 56 and 57.

⁷ Reports of State Superintendents for years, 1890-1900.

⁸ Maine School Report, p. 198.

The amount of state moneys, distributed for the aid of public schools, was for the academic year 1906-7, \$2.98 per census child.⁹

The amount provided by local authorities for the support of free high schools during the same year was \$273,810, and the amount provided by state subsidy was \$45,104. Thus it appears that the state provides by direct subsidy an average of 14.1 per cent. of the total expense of these schools.¹⁰

Under the present law in Maine only Standard High Schools may receive pupils whose tuitions are paid by local communities. A Standard High School is one which is of sufficiently high standard to meet the approval of the State Superintendent.¹¹ The superintendent reported 45 such schools in 1907.¹²

The free high schools of the state are under the direct supervision of the school committees of the various towns in which they are located.

Of the 230 approved free high schools in the state 229 have been established by the towns and but one has been established by a precinct.¹³

Since 1891 Maine has been granting special subsidies to certain academies. During that year, and for the following ten years, fourteen academies were granted \$500.00 each, two \$800.00 each, and one \$300.00. The legislature of 1899 also made special appropriations to a large number of academies. Of the pupils enrolled in these schools in 1906-7, 2,849 were pursuing academic studies exclusively. Thus it appears that nearly 18 per cent. of the secondary pupils of the state receive their education in these schools.

Any town in Maine not supporting a free high school may contract with an academy in its own precincts for the education of its pupils of high school grade, and is entitled to receive from the state one-half of the amount expended for such tuition up to the amount of \$250.00 per year. The law, however, makes no provision for the state inspection or supervision of such schools.

⁹ Maine School Report, p. 128.

¹⁰ Maine School Report, p. 111.

¹¹ School Laws, 1905, Sections 63-4.

¹² Maine School Report, p. 34.

¹³ Maine School Report, p. 189.

WISCONSIN:¹⁴ Wisconsin was the second state in the Union to provide monetary inducements for the establishment of rural high schools. The first law was passed 1875, and provided for the establishment of free high schools, giving a direct state subsidy of one-half the amount expended for instruction, not to exceed \$500.00 to any one school. The law was similar to that passed by Maine two years earlier. In fact the Maine law was without doubt the model upon which the Wisconsin law was drawn.¹⁵ That this law was intended for the encouragement of rural high schools at the time of its passage there can be no doubt. "Although the High School Law was primarily designed to bring to rural neighborhoods the two-fold advantages of (1) a higher instruction than the common district schools afford, and (2) a better class of teachers for these schools, it was nevertheless, anticipated from the first that the immediate results of the law would be chiefly the improvement of existing graded schools in the larger villages and in cities."¹⁶ The number of schools receiving state aid under this law the first year was twenty, their enrollment was 1,284. By the end of the academic year 1878-9, the number of schools had increased to eighty-eight, the enrollment to 6,693, and the total amount of state aid to \$25,000.00.¹⁷

The legislature of 1877 changed the high school laws making the requirement that such schools be operated in buildings not used for other school purposes. This law, however, never actually became operative, since the next legislature changed it and provided for the payment of the state subsidy to which the schools were entitled under the old act.¹⁸ The law was, however, in effect long enough to affect the high schools of the state as is shown by the fact that the number of high schools decreased from 91 in 1879-80 to 78 in 1880-81. The enrollment for this period also dropped from 6,730 to 5,393.

The laws created by the legislature of 1879 constitute the legal status under which the free high schools of the state have since

¹⁴ The latest available State Report was 1904-6. The latest available School Laws were 1907.

¹⁵ Report of State Superintendent of Wisconsin, 1874, p. XXIV.

¹⁶ Report of State Superintendent of Wisconsin, 1876, p. 27.

¹⁷ Report of State Superintendent of Wisconsin, 1879.

¹⁸ Report of State Superintendent of Wisconsin, 1879, p. 20.

been operated. Amendments to these laws have been made from time to time as will be pointed out later.

These laws provided for the establishment of free high schools in any town, in any two or more adjoining towns, in any incorporated village, in any city, or in any district containing an incorporated village or supporting a graded school of at least two departments, provided there were at least twenty-five individuals in the proposed unit of organization prepared to do high school work.¹⁹ The law provided for a board of three members to administer the affairs of the school. One member was to be elected to this board each year, thus providing for a continuous membership. Authority was given this board to grade the school and provide a course of study under the direct supervision of the State Superintendent.²⁰

The legislature of 1881 provided for the scholarship of principals of such schools as follows: Principals must (1) be graduates of some university, college or normal school; or (2) hold a state certificate, or (3) pass an examination in all the branches taught in any such school.²¹

From the very inception of the law governing the establishment and support of free high schools the various state superintendents had advocated, through their reports, the passage of an act to provide for a more adequate supervision of these schools.²² As a result of this growing demand the legislatures of 1883 and 1885 provided for this supervision by requiring that the superintendent prepare a course of study and supervise such schools, permitting him to call to his aid the professor of theory and art of education in the university. This law also gave the State Superintendent power to examine the teachers for these schools as provided under the previous laws.²³

A feeling had been gradually growing in the state that the laws as existing did not to any considerable extent encourage the establishment of rural high schools, and upon the suggestion of the State Superintendent²⁴ the legislature of 1885 passed a law

¹⁹ School Laws of Wisconsin, 1890, Sections 90-1.

²⁰ The School Laws of Wisconsin, 1890, Sections 492-3.

²¹ The School Laws of Wisconsin, 1881, Section 494.

²² Report of State Superintendent of Wisconsin, 1879, p. 20, 1882, p. 24.

²³ School Laws of Wisconsin, 1890.

²⁴ Report of State Superintendent of Wisconsin, 1884, p. 21.

permitting the establishment of free high schools in towns or adjoining towns having no graded schools.²⁵ The act provided, without limitation, for the payment by the state of one-half the amount expended in any such school for instruction alone, and appropriated for this purpose, \$25,000 annually.

Up to 1889 but four towns claimed aid under this act, and during the year 1887 one of these abandoned its school.²⁶ This result is scarcely to be wondered at, since a high school cannot long survive in a region where the elementary schools are not in a condition to prepare pupils for it. In view of the lack of demand for the mass of the money appropriated for this special purpose, the legislature of 1889 provided that the unapportioned balance of this fund should each year be added to the \$25,000 appropriated annually for the aid of free high schools established in communities supporting graded school systems.²⁵

The same legislature provided for the appointment of an assistant by the State Superintendent to aid him in the supervision of the free high schools.²⁷

In 1891 the legislature passed an act placing the certification of all teachers of free high schools entirely in the hands of the State Superintendent.

In 1895 the legislature passed an act providing for the establishment of manual training departments in high schools, and appropriated \$2,500 annually to be distributed in \$250 lots to such free high schools as maintained these departments. The number of such departments provided for by the act was limited to ten.²⁸ By the end of the academic year 1897-98 the number provided for in the act had been reached.²⁹ To meet this situation the legislature doubled the amount of the annual appropriation for manual training departments in the high schools, thus providing for twenty such departments in all. At the same time the amount of the annual appropriation for free high schools was increased to \$100,000. This limited number having been previously reached the legislature of 1907 changed the law so that it provided one-half of the amount expended in instruction in

²⁵ School Laws of Wisconsin, Section 496,—year 1890.

²⁶ Report of State Superintendent of Wisconsin, 1890, p. 15.

²⁷ Acts of 1889, State of Wisconsin, Chapter 426.

²⁸ School Laws, State of Wisconsin, 1897.

²⁹ Report of State Superintendent of Wisconsin, 1898.

the subject not exceed in any one instance \$250,000 for high school grades, and not to exceed \$350.00 in case the course included the three upper grades in the grammar department. The annual appropriation was increased to \$25,000.³⁰

In 1903 the section of the laws relating to the establishment of high schools in towns having no graded schools was amended by striking out the clause "in towns not having a graded system of schools."³¹

The immediate effect of this act was to cause the transfer of three of the district free high schools to the town class, thus enabling them to secure without limitation one-half of the amount actually expended for instruction.

There were, in 1903-4 eight of these schools, by the end of the following year the number had increased to eleven, and before the 1904-6 report of the superintendent had gone to press eight others had qualified, making a total of nineteen. According to the statement of Superintendent Cary there is a distinct awakening of interest in the towns throughout the state which do not as yet support high schools.³²

The largest amount received from the state by any one of these high schools, for the year 1904-5, was \$1,516.50, while the uniform maximum amount received by the various district free high schools was for the same year \$371.04.³³

In 1907 the section referring to township high schools was amended by increasing the maximum amount available for this type of school from \$25,000 to \$50,000 per annum.³⁴ At no time, however, in the history of these schools has the general appropriation for this purpose been entirely exhausted. On the other hand the appropriations for the district type of free high school have frequently been inadequate to meet the demands upon the fund.

The Legislative Acts of 1901 as amended in 1903 provide for the free tuition, in any high school of the state, of pupils who may reside in a town or a village not supporting a high school of its own. Provision is made for the payment of this tuition by the

³⁰ School Laws, State of Wisconsin, 1907, Chapter 503.

³¹ School Laws, State of Wisconsin, 1903, Section 496.

³² Report of State Superintendent of Wisconsin, 1904-6, p. 96.

³³ Report of State Superintendent of Wisconsin, 1904-6, p. 277.

³⁴ School Laws, 1907, Chapter 571.

district in which the pupil may reside. The amount of such tuition must not, however, exceed fifty cents per week. The districts provide this money by direct local taxation. The total amount of tuition received by all high schools in the state for the academic year 1905-6 was \$99,521.07. The proportion of this amount paid by the various towns and villages, not supporting high schools could not be ascertained, but there is no doubt whatever that the law has had a very stimulating effect upon the secondary schools of the state. State Superintendent Cary says that the nonresident attendance in such schools was reported as 4,142 in the year 1901-2, the last before the tuition law went into effect; in 1906 it was 5,862, an increase of 41.5 per cent. At the same time the total enrollment increased from 17,724 to 21,946, a gain of only 23.8 per cent.⁸⁵ Another factor enters here that Superintendent Cary takes no account of in this connection. The influencing factor referred to, is that of the impetus given to the elementary schools of the state through the legislation of 1891 in reference to the grading of these schools. The operation of this law undoubtedly resulted in the preparation of a much larger number of rural pupils for high school work.

It is perhaps worthy of note that the original intention of the legislature in aiding high schools in Wisconsin, was only to aid in the establishment of such schools and not in their actual maintenance. This is shown by the fact that the first act provided only for the payment of a state subsidy to such schools for a period of three years. The limit was then extended to five years, and shortly after the expiration of this period it was again extended to ten years and so on until the present time. There was a short period during which the law actually lapsed, and the effect of this together with some other legislation suggested elsewhere is shown by the statistics of 1880-81.

Perhaps no single piece of legislation passed in Wisconsin in recent years has had a more potent influence upon the rural high schools of the state than that which provided for a state system of graded schools. This act which was passed in 1901 resulted not only in the preparation of many more elementary pupils in the rural schools, but also resulted in an increased attendance in the high schools located in rural communities. These state

⁸⁵ Report of State Superintendent, Wisconsin, 1904-6, p. 101.

graded schools are permitted to do high school work at the option of the communities supporting them, if the State Superintendent so permits. Thus provision is made for the gradual development of the elementary school of any district, not having high school facilities, into a high school district.

The above suggested law provides for the payment of state subsidies to such graded schools as are not located in districts with high school facilities. These schools are divided into two classes as follows: First class schools must have at least three departments, they must employ principals who have state certificates, and they may not employ more than one teacher each with a third grade certificate, and one each with a second grade certificate. All others must hold either first grade certificates or state credentials of some kind. Second grade schools must have two or more departments and must employ principals with state credentials or first grade certificates issued by the county superintendents. Each such school must provide at least a nine months term of instruction, and must have an average daily attendance of at least fifteen pupils to entitle it to state aid. The board of such schools must also provide proper buildings, furniture, black-boards, globes, maps, and libraries to carry on the work.

The law further provides that the State Superintendent shall appoint two inspectors to aid him in the supervision of these and the free high schools of the state. It also provides that a uniform course of study must be prepared by the office of the State Superintendent and that this course shall be adopted by these schools. Under the provision of this act a minimum course has been provided by the State Superintendent. Schools of the first class receive \$300.00 each, and schools of the second class receive \$100.00 each annually from the state. The state has provided for these subsidies to high and graded schools by raising the amount annually by a direct tax.³⁶

The legislature of 1907 amended this act so that it provides, that a principal of a second class graded school shall be required to hold a state certificate, or a first class county certificate and have at least one year's successful experience, or that he shall hold a second grade county certificate and have at least two years' successful experience. The amount of state aid to schools

³⁶ Legislative Act, State of Wisconsin, 1901.

of this class was also increased from \$100.00 to \$200.00 per annum.³⁷

Superintendent Cary in his report for 1904, says: "I attribute to results of the work accomplished in the graded schools, that more high schools have been established within the last two years than any equal length of time in the history of the state."³⁸

For several years Wisconsin has had a law that permits the consolidation of rural schools and the transportation of pupils at public expense. The law as enacted at first placed a limit upon the distance that pupils could be transported, but this part of the act was amended by the legislature of 1901.

In 1907 it was further provided that such school districts as closed their schools and paid the tuition of their pupils in graded schools or in the grammar departments of free high schools and furnished free transportation to the same should receive annually from the state treasury the sum of \$75.00.³⁹ The effect of this institution upon the rural high schools of the state has not as yet been great, but its effect in the future will undoubtedly be tremendous, since many of these consolidated schools will in time develop into rural high schools, others will give partial high school courses, and all the others will sooner or later become thoroughly organized graded schools which will serve as feeders to the high schools.

Wisconsin also provides for the establishment and partial state support of a limited number of county agricultural schools. The original act provided for the establishment of but two in the state. Any county or a combination of adjoining counties might according to law establish one of these schools. The first two schools meeting the requirements of the law were to receive from the state treasury an amount equal to one-half of the amount actually expended for their maintenance from year to year. Under this act two such schools were established. The legislature of 1903 provided for the establishment of two more or four in all. Under this new act each of these schools was to receive from the state an amount equal to two-thirds of the amount expended for maintenance from year to year, provided

³⁷ State Laws of Wisconsin, 1907, Chapter 374.

³⁸ Report of State Superintendent of Wisconsin, 1903-4, p. 78.

³⁹ Laws of Wisconsin, 1907, Chapter 553.

that the amount appropriated by the state to any one school should not exceed \$4,000 for any one year. Four such schools having been established, and applications for others having been received by the state department, the legislature of 1907 provided four additional schools or eight in all.⁴⁰

It is quite evident that there is no disposition upon the part of the legislature to limit the number of these schools. The limitations imposed by the successive legislatures are necessary to the provision of the funds for their maintenance. These schools have so far provided but a two years' course, but they would certainly have to be classed as secondary schools.

Another class of schools aided by the state, and which are classed by some as secondary schools are the county training schools for teachers. Ten of these were in existence in the state during the academic year 1905-6. The mass of their attention is given to a review of the subjects of the elementary school, so that the question would at once arise as to whether they could be classed as secondary schools.

All of the high schools of Wisconsin are classed as free high schools except about fifteen known as independent high schools and located in the large cities. These institutions of course receive no state aid, preferring to waive their right in this matter in order that they may be independent of the regulations governing the free high schools.

The various reports of the state superintendents classify the free high schools as three and four year schools. The three year class shows a gradual decrease in number from 1892-3 to 1900-01, and then a much more rapid decrease from the latter date to 1905-6, due in large measure to the direct state support of graded schools. The number of such schools reported for the above dates are 66, 54, and 10. Their enrollment has in round numbers fallen from 3,000 to 2,000 and finally to 300, while both the number and the total enrollment of the four year class have much more than doubled in the same period.

The first class graded schools have increased from 118 in 1901-2 to 165 in 1905-6 and the second class from 154 to 219 during the same period. In 1903-4 nine of the above graded schools became free high schools and in the following year twelve others were also advanced to this grade.

⁴⁰ Wisconsin School Laws of 1907, Chapter 540.

In summing up the present status of the rural high schools of Wisconsin we will quote Superintendent Cary at some length. "The laws in our state give every facility for organizing high schools. Almost any group of people, regardless of district boundaries, may decide to organize as a free high school district. The only conditions for securing state aid are that they must have within the district twenty-five or more pupils prepared to take up the high school work, as determined by the examination given under the direction of the state superintendent, and must organize and conduct the school according to statutory enactment. The demand for high school privileges is rapidly growing, and every year finds the interest in the demand for secondary education spreading to the remote districts. The county high school has not made any headway in Wisconsin, and probably will not do so because of the fact that in nearly every community there are already convenient high schools that serve the purpose. Township high schools exist in about a dozen places in the state. Many more would doubtless be desirable, but the idea has thus far not met with a hearty response from the people. The reason for this is that in most of the townships of the state there are villages and small cities as centers of population. These are frequently located on the edge or one corner of the township, and consequently there are many inhabitants situated so far from the high school building that it would be necessary, in case of attendance of the children, to make arrangement for board and lodging. They often claim that they may as well make arrangements for attendance at high schools in the district, or for attendance upon some of the state normal schools. Upon the whole, the best thing we have found for extending high school privileges and for stimulating country pupils to remain in school until they have completed the common school course, and then moving to the secondary schools, is the law requiring the township in which the pupil resides to pay the tuition at the high school.⁴¹

MINNESOTA:⁴² The agitation for state aid to high schools began in Minnesota in the early seventies, but it did not result in any

⁴¹ Report of N. E. A., 1905, p. 239.

⁴² The latest available State Report was 1904. The latest available School Law was 1906.

legislation until 1878. There is reason to believe that the State Superintendent advocated a plan similar to that adopted by Maine and Wisconsin,⁴³ but the legislature departed slightly from this. The law varied from that of these states in that it provided for a direct subsidy to such schools as met the requirements of the law, not binding them to any definite provision of funds or expenditure for maintenance on their own part.⁴⁴ The amount of the state subsidy provided by this act was \$400.00 for each school. This amount remained unchanged for more than twenty years. To pay these subsidies the same act provided \$9,000, but owing to the omission of the word "annually" in said law it became inoperative after the first year. The following legislature, however, remedied this defect. It will readily be seen that this new departure of Minnesota gave more encouragement to the rural districts than did the laws of either Maine or Wisconsin. This law was also superior in that it provided for better supervision than did the law of Wisconsin. It required that each school receiving state aid should have a regularly constituted course of study that would prepare its graduates for the sub-freshman year of the state university. It further provided that such schools should be inspected at least annually by the high school board. Every evidence points to the fact that these schools were originally created to fulfil the function of preparatory schools for the state university.⁴⁵

In 1881 these laws were all revised, and the act passed at that time practically forms the legal status upon which the high schools of the present are organized. This act provided for an ex-officio high school board consisting of the State Superintendent, the Governor, and the President of the State University. This board was given practically full power as regarded admission, courses of study, instruction, and the general administration of such schools. It was also empowered to employ an assistant examiner at a salary not to exceed three dollars per day, or fifty cents per hour, providing such individual was not receiving an additional salary from any state institution. All traveling expenses incurred in such inspection were also provided for. The

⁴³ Report of State Superintendent of Minnesota, 1878 and 1879.

⁴⁴ Acts of 1878, State of Minnesota, Chapter 92.

⁴⁵ See Various Reports of State Superintendents, Title "High Schools."

large administrative power vested in this board may be understood by a perusal of the following law:

Powers of Board:⁴⁶ The high school board shall have full discretionary power to consider and act upon applications of schools for state aid, and to prescribe the conditions upon which said aid shall be granted, and it shall be its duty to accept and aid such schools only as will, in its opinion, if aided, efficiently perform the services contemplated by law, but not more than five schools shall be aided in each county in any one year. Any school once accepted and continuing to comply with the law and the regulations of the board, made in pursuance thereof, shall be aided not less than three years. (1881, Ex. Sess., C. 61, Sec. 1, as amended 1883, C. 40, Sec. 1.)

The above suggested board was required to have each school applying for state aid inspected at least annually. The only limitation of the powers of this board was as follows:

Conditions of Receiving:⁴⁷ The said board shall require of the schools applying for such pecuniary aid, compliance with the following conditions, to wit: First—That there be regular courses of study, embracing all the branches prescribed as pre-requisite for admission to the collegiate department of the University of Minnesota. Second—That the said schools receiving pecuniary aid under this act shall at all times permit the said board of commissioners, or any of them, to visit and examine the classes pursuing the said preparatory courses. (Id. Section 3.)

Under this act the law permitted the establishment of public high schools in cities, incorporated villages, or townships. They were required to admit pupils from any part of the state free of tuition, provided that such pupils not residing in the districts could pass an examination in all of the subjects required by law as requisite for a third grade teacher's certificate.

As previously stated, the amount of state subsidy extended to each of such schools as complied with this law was \$400.00 annually. The annual appropriation for high schools at this time, 1881, was \$20,000. This amount was increased from time to time to meet the demands of the constantly increasing number of high schools.

⁴⁶ School Law of Minnesota, Title VII., Paragraph 171, 1891.

⁴⁷ School Law of Minnesota, Title VII., Paragraph 165, 1891.

No important changes were made in the laws of the state relating to the high school problem until 1899 and 1901, when three important acts were passed, by these two legislatures, which have vitally affected the high schools of the state. The first of these acts to receive attention was that of changing the law which provided for state aid to elementary schools, the second was that of changing the law which provided for the amount of state aid to be extended to high schools, the third was that of making provision for the consolidation of rural schools, and the free transportation of pupils at public expense. Some other changes were made in the general high school law at this time, as will be pointed out later.

The general act relating to high and graded schools entitled to state aid, divides them into four classes as follows: State high schools, state graded schools, state semi-graded, and state rural schools.⁴⁸

The law provides for the reorganization of the high school board, as follows: The Governor is empowered to appoint a superintendent or a high school principal to take his place upon the board, the other two members to be the State Superintendent and the President of the State University.⁴⁹ The act of 1905 increased this board to five, adding the President of the Board of Normal School Directors and one other person to be appointed by the Governor and ratified by the senate.⁵⁰

The original act places the state graded schools under the direct supervision of this board, and provides that said board shall appoint an inspector of state high schools and also an inspector of state graded schools. The salaries of these inspectors are to be fixed by this board. Provision is also made for the appointment, by this board, of a sufficient number of assistant graded school inspectors, and their maximum salary is fixed at three dollars per day or fifty cents per hour.⁵¹ It is further provided that in all state high or graded schools an optional English or business course of study shall be offered and main-

⁴⁸ School Laws of Minnesota, 1901, Title XX.

⁴⁹ School Laws of Minnesota, 1901, Title XX., Section 219.

⁵⁰ School Laws 1907, Title XX., Section 219.

⁵¹ School Laws 1901, Title XX., Section 220.

tained in addition to the course or courses of study required for admission into the university. The local board is, however, given power to add or cut out studies in the English or business course.⁵² All state high schools must, in order to receive state aid, maintain school for at least nine months in the year.⁵³ The examination required for nonresident pupils must be in the branches taught in the eighth grade of the graded schools of the state.

Each state high school was under the law of 1899 entitled to \$1,000 annually. It was, however, provided that, in case the appropriation was not sufficient to supply the amount due the schools, a pro rata apportionment of the available funds was to be made.

No more than seven high schools may receive state aid in any one county during any one year. A school which has complied with the law is entitled to aid for a period of not less than two years. Any graded school can at any time apply for promotion to the high school status, and, if in the judgment of the board of high school examination and inspection, it is entitled to such rating, it may receive the amount apportioned to such schools. In case there are already seven of these receiving aid in the county it will be entitled to the place of the school first having received such state aid.⁵⁴

Any public school in any town or village or any township graded school⁵⁵ not entitled to aid as a state high school may receive \$400.00 annually,⁵⁶ if it maintains nine months of school, is well-organized, and has at least four departments in charge of a principal and teacher having such qualifications as may be required by the state board, provided such principal is a graduate of the advance department of a state normal school, or the academic or pedagogical department of some reputable college

⁵² School Laws 1901, Title XX., Section 221.

⁵³ School Laws 1901, Title XX., Section 225.

⁵⁴ School Law of Minnesota, 1901, Title XX., Section 228.

⁵⁵ The legislature of 1897 provided for the establishment of township graded schools at local option and by local support. (Title XXI., School Law of Minnesota, 1901.) Some aid was given by the state to graded schools as early as 1897. The amount of state subsidy provided was \$200 to each school complying with certain conditions.

⁵⁶ School Law of Minnesota, 1901, Title XX., Section 229.

or state university, or has a first grade certificate, or state professional certificate.⁵⁷

Each school is to be visited at least once each year by the graded school inspector. The law provides other minimum requirements similar to those for state high schools, and the state high school board is the final judge as to whether they are entitled to state aid.

Any common school district, or public school in any hamlet or village, or any township graded school in the state not entitled to state aid as a high or graded school may,—if it maintains eight months of school each year, and if it supports at least two departments under the supervision of proficient teachers, at least one of whom holds a first grade certificate or a diploma from the advanced course of a normal school,—receive \$200.00 annually as a direct subsidy from the state. These schools are under the direct supervision of the county superintendent, but the general rules and regulations under which they are administered are provided by the State Superintendent.⁵⁸

Any common school district not located in a city, or incorporated village, and not entitled to state aid as a high, graded, or semi-graded school may, if it maintains school eight months and employs a teacher with at least a first grade county certificate, receive as a direct subsidy from the state, \$100.00.⁵⁹

Should the state appropriation at any time be too small to cover the legal demands of any one of these classes of institutions, it is provided that the fund shall be apportioned pro rata among the several schools entitled by law to state aid.

In 1899 the appropriation for state high schools was fixed at \$85,000 annually. In 1901 this amount was increased to \$115,000. The same legislature appropriated for graded schools \$52,000 annually, for semi-graded schools \$25,000 annually, and for state rural schools \$60,000 annually. In 1903 these annual appropriations were again increased, for high schools to \$217,000, for graded schools to \$79,000, for semi-graded schools to \$67,000, and for state rural schools to \$100,000.

In 1903 the legislature raised the amount of the state subsidy to high schools to \$1,500, to state graded schools to \$550, and

⁵⁷ School Law of Minnesota, 1901, Title XX., Section 230.

⁵⁸ School Laws of Minnesota, 1901, Title XX., Article IV.

⁵⁹ School Laws of Minnesota, 1901, Title XX., Article V.

to semi-graded schools to \$250. In 1902-3 the pro rata distribution of the amount appropriated for high schools amounted to just \$1,380, and in 1905-6 it amounted to \$1,182. Up to and including 1904 the graded schools received the full amount of the subsidy.

A special subsidy is also paid by the state to such high schools as provide for instruction in the common branches of the elementary school in a manner which shall be most helpful to persons intending to teach such branches. The general provisions for these courses rest with the state high school board. It is provided that the class pursuing these subjects shall consist of at least eight members, and that a special teacher shall be employed to teach these branches. The amount of the special subsidy to each school complying with this act was, by the legislature of 1895, fixed at \$500 per annum.⁶⁰ In 1903 the amount of this subsidy was increased to \$750 per annum.

The legislature of 1901 completed the scheme for the better organization and administration of the state schools by permitting the consolidation of districts and the transportation of pupils at public expense.⁶¹ For the academic year 1902-3 seven counties in the state spent for transportation of pupils \$2,589.08. The following year twenty-five counties spent \$4,257.64 for the same purpose.⁶² During the decade ending with the academic year 1905-6 there has been a constant and very rapid growth of high schools in the state, the number increasing from 99 to 192. During the same period the enrollment in these schools has slightly more than doubled, increasing from 11,038 to 22,106, and the number of graduates has also a little more than doubled, increasing from 1,357 to 2,783.

Beginning with 1899-1900, the number of graded schools has increased from 110 to 145, and the number of semi-graded schools has increased from 190 to 270. Semi-graded schools are being continually promoted to graded schools, and graded schools are likewise developing new high schools and being promoted to that class.

⁶⁰ School Laws of Minnesota, 1903, Title XX., Section 247.

⁶¹ School Laws of Minnesota, 1901, Title XIX.

⁶² Report of State Superintendent, Minnesota, 1904, p. 12.

CHAPTER VI

STATE AID TO HIGH SCHOOLS

THE MAINE SYSTEM AS MODIFIED BY NORTH DAKOTA, PENNSYLVANIA, FLORIDA AND MASSACHUSETTS

NORTH DAKOTA:¹ North Dakota has from its admission into the Union provided for the organization of special district high schools. The law provides that any district, containing four or more common schools and having an enumeration of sixty or more persons of school age residing therein, may organize itself into a special district for high school purposes. These schools were at first entirely supported by local taxation, but they were in a general way under the supervision of the state and county just as were the elementary schools. In 1895 the legislature placed them under the supervision of a special high school board, consisting of the Governor, the State Superintendent of Schools, and the President of the State University. This board was permitted to classify the schools, and place those reaching a certain standard of efficiency in the class known as state high schools. There was no premium placed upon entrance into this class except that the graduates of such schools were permitted to enter the university without special examination. The law was in effect that of Minnesota except that it carried with it no provision for state aid.²

The above act was reconstructed by the legislature of 1899. The high school board was empowered to classify the schools into high schools of the first class, second class, and third class, as follows: High schools of the first class were required to give a minimum course of four years' work, as provided by said State Board, and were entitled to receive from the state \$175.00 annually. High schools of the second class were required to give a minimum course of three years' work, as provided by said State Board, and were entitled to receive from the state \$140.00 annually. High schools of the third class were required to give a

¹ The latest Law available was 1907. The latest State Report available was 1905-6.

² School Laws of North Dakota, 1897.

minimum course of two years' work, as provided by said State Board, and were entitled to receive from the state \$100.00 annually.³

For the purpose of meeting these demands and to provide for the expense of supervision, the legislature appropriated \$4,000 annually. It also provided for a pro rata distribution of these funds in case there was not enough to meet the demands of the schools.

This law was taken from that of Minnesota, and differs from the aforesaid act only in that it provides for three classes of high schools and that it provides for only three high schools in any one county.

In 1903 the legislature increased the appropriation for high school aid to \$10,000, and increased the amount of subsidy, for schools of the first class to \$400.00 annually, for schools of the second class to \$300.00 annually, and for schools of the third class to \$200.00 annually.⁴ The following legislature, 1905, increased the general appropriation for high schools to \$25,000 annually, and provided that high schools of the first class should receive \$800.00 annually, and that high schools of the second class should receive \$600.00 annually. The act seems to have made no provision for high schools of the third class.⁵

In 1907 the general appropriation was further increased to \$45,000 annually, and it was provided that high schools of the first class should receive \$800.00 annually, that those of the second class should receive \$500.00 annually, and that those of the third class should receive \$300.00 annually.⁶

The general effect of the high school law of North Dakota may best be shown by quoting from the report of State Superintendent Stockwell for the year 1905-6.⁷

"There are now thirty-one first class schools with four year courses and fifteen second class schools with three year courses, receiving aid from the state. The number of first class schools has doubled during the past two years. This is an indication of splendid progress. The enrollment has greatly increased; the

³ Legislative Acts of North Dakota, 1899.

⁴ Legislative Acts of North Dakota, 1903.

⁵ Legislative Acts of North Dakota, 1905.

⁶ Legislative Acts of North Dakota, 1907.

⁷ P. 24.

equipment so far as laboratories go, has materially improved. The standard of work is higher and the quality of teaching better. The existence of the high school board has been amply justified by the development of the high schools of the state."

Previous to 1907-8 the general appropriations have not been sufficient to meet the demands of all the schools, consequently the funds have been distributed pro rata to those of the different classes.

PENNSYLVANIA:⁸ In 1895 the legislature of Pennsylvania passed an act permitting the establishment of rural high schools in joint districts, in townships, and in joint townships. The act provided for first, second, and third class high schools. First class high schools were required to give a four years' course, second class high schools were required to give a three years' course, and third class high schools were required to give a two years' course.

High schools of the first class were to receive from the state not to exceed \$800.00 per annum, those of the second class were to receive from the state not to exceed \$600.00 per annum, and those of the third class were to receive from the state not to exceed \$400.00 per annum. Owing to the fact that the legislature provided no funds for the payment of these subsidies, the act was entirely inoperative up to 1901. It could not be definitely ascertained whether this was due to neglect upon the part of the legislature, or whether it was assumed that these subsidies would be paid out of the regular state appropriation for public schools. However this may have been, the State Superintendent did not use any of the state public school fund for meeting these obligations.

In 1901 the legislature in its general appropriation for public schools provided an item of \$25,000 annually to meet these obligations. This amount was increased in 1903 to \$50,000, and in 1905 to \$100,000.⁹

Other serious defects in the law are the failure to provide for adequate supervision, and legitimate classification. Practically both supervision and classification are left with the local authori-

⁸ The latest Laws and State Reports available were those of 1907.

⁹ Legislative Acts of Pennsylvania, 1895, 1901, 1903, and 1905.

ties. The law does, however, provide that at least one teacher must be employed who is capable of teaching all of the subjects commonly classified as secondary. One is naturally led to wonder how many of these schools are complying with the letter of the law in this matter.

The most serious defect in the workings of this law in Pennsylvania is after all the failure of the legislature to provide sufficient funds to carry out its obligations to these schools. When a sufficient appropriation has not been made to meet their legal demands a pro rata apportionment is made. The available funds have never been sufficient to pay the whole amount allowed by law, and these funds have not been increased in proportion to the increase in the number of schools entitled to state aid, and as a result of this, the schools never know what to expect in the way of such aid. A sudden increase in the number of the schools entitled to this aid invariably results in a large decrease of available funds. Some notion of the workings of this law may be secured by reference to the following table:

TABLE I¹⁰
RURAL HIGH SCHOOL STATISTICS
PENNSYLVANIA

Year	Number first class	Amount received	Number second class	Amount received	Number third class	Amount received
1902	1	\$600 00	39	\$450 00	36	\$300 00
1903	6	328 00	50	246 00	65	164 00
1904	9	480 00	53	360 00	101	240 00
1905	11	424 00	52	318 00	135	212 00
1906	12	760 00	43	570 00	179	380 00
1907	13	600 00	44	450 00	244	300 00

Notwithstanding the uncertainty of the amount of state aid to be expected, the growth in the number of these schools has been remarkable, and with a more liberal appropriation and an increased subsidy to the various classes of schools an equally rapid development in their efficiency would undoubtedly occur.

In 1903 an act passed the legislature permitting children residing in a school district where graded schools exist to attend

¹⁰ Reports of State Superintendent, 1902-1907.

a school of a higher grade in an adjoining district at the expense of the board of education in the district wherein they reside. Four years later another act was passed which referred directly to high schools and high school pupils, and which provided for free tuition, and for free text books at the expense of the district in which the attending pupils reside.¹¹

FLORIDA:¹² The Florida legislatures of 1903 and 1905 provided for the extending of state aid to two classes of high schools and to rural graded schools.¹³ The original bill carried with it provision for a state inspector of high schools, but this was unfortunately lost during the passage of the bill and the work was delegated to the office of the State Superintendent of Schools with no provision for extra assistance. The act, in addition to making some general requirements for the classification of such schools, provides for their general regulation by the state board of education. The superintendent was also empowered to appoint a committee to act with him in the preparation of a course of study for state high schools.

A senior high school is a graded school having a four year high school course, as provided by the state board of education. A junior high school is a graded school having at least a two year high school course, as provided by said state board. A rural graded school is a school, located at least three miles distant from any town or city of more than five hundred inhabitants, providing instruction in both the intermediate and grammar grades during eight months of the year, and conducted by two or more qualified teachers in buildings with suitable equipment owned by the district. The state board also provides that each such school must have an average attendance of at least fifty pupils. This latter requirement was, however, waived for the academic year 1903-1904, because of an epidemic of contagious disease. The act also provides that no school shall receive state aid under more than one of the above classifications. It is provided that senior high schools may receive \$600.00 per annum, that junior high schools may receive \$360.00 per annum, and that rural graded schools may receive \$200.00 per annum. The

¹¹ School Laws, Pennsylvania, 1907, Sections CXLIII. and CXV.

¹² The latest Laws available were those of 1907. The latest State Reports available were those of 1905-6.

¹³ Legislative Acts, 1903, Chapter 5206; 1905, Chapter 5382.

law provides that this subsidy shall be paid to these schools for a period of at least three years. The total annual appropriation made by the legislature to meet these demands was \$50,000.¹⁴ This amount was increased in 1907 to \$65,000.¹⁵

The stimulating effect of this law may be readily seen when we observe the increase in the number of high schools during the first year of its operation. According to statistics compiled by the writer from the reports of the various county superintendents,¹⁶ the number of high schools in the state in 1903 was only 48, but during the following year 33 others were organized. As will appear from the statistics to follow, these schools did not all receive state aid as high schools. Some of them were probably adjudged below grade, but undoubtedly most of them at the present time are receiving such aid, and in all probability all of them have increased their standards of efficiency.

The following figures¹⁷ will clearly show that these schools are constantly advancing from class to class. The numbers of first grade high schools for the years 1904, 1905 and 1906 were 26, 30, and 41. The numbers of second grade high schools for the same year were 47, 56, and 65. The numbers of rural graded schools were 43, 52, and 41. Thus it will appear that the first grade high schools have increased more than 57 per cent. in two years, and that the second grade high schools have increased more than 38 per cent. during the same period.

The consolidation of schools and the free transportation of pupils antedate the laws for state aid to high and graded schools, and this factor no doubt entered, in some degree, into the rapid development of high and graded schools in rural districts. A consolidation of schools, and the free transportation of pupils have occurred in somewhat more than one-half of the counties of the state.¹⁸

MASSACHUSETTS:¹⁹ Massachusetts occupies rather a peculiar position in the history of American education. She has always

¹⁴ Report of State Superintendent of Florida, 1904.

¹⁵ Legislative Acts, Florida, 1907.

¹⁶ Report of State Superintendent, 1904, pp. 241-371.

¹⁷ Reports of State Superintendent, 1904-5-6.

¹⁸ Report of State Superintendent of Florida, 1904, pp. 248-371.

¹⁹ The latest Laws and State Reports available have been those of 1907.

recognized the need of popular education and has secured it largely by compulsory legislation, forcing the various towns to comply with these laws to the extent of their various capacities, if indeed, she has not overburdened some of them. Her method has been to pass a compulsory law and then when the various sections have adjusted themselves to these conditions pass another pressing them still further.

The great state of Massachusetts has not until recent years recognized her full responsibility in matters of public education. While she has always led in placing a high educational standard before the country, she has done very little as a commonwealth toward the bearing of the actual burden of free public education. Within her borders many have been offered the very best educational opportunities, while on the other hand many others have been offered but the poorest of such opportunities.

In the further discussion of this subject we shall quote directly from Frank A. Hill, sometime secretary of the Massachusetts State Board of Education.

"The year 1824 saw low water mark in our educational history. There were 172 towns that should have been supporting grammar schools under the law of 1789. Very few of them were, however, doing so. Accordingly the legislature exempted all towns under 5,000 inhabitants from maintaining them. That is to say, it exempted 165 of those 172 towns, all of them but 7. It was no longer only 100 families in the town, as in 1647, no longer 200 families, as in 1789, but practically 1,000 families, that created the obligation to maintain a grammar school. Thus the grammar school was nearly extinguished and its very name began to fade in oblivion. The altar fires of high ideals, however, were kept alive in the academies. It was the very success of these academies that, in a way, checked their growth and led, with some notable exceptions, to their reduced importance or their demise. It was largely because of them that the demand for free secondary education revived. It became a burning question everywhere, Why should not the children of all the people enjoy advantages equal to those of the favored few?"

"The reaction from the legislation of 1824 came quick and sharp. In 1826 the legislature ordered that towns of 4,000 people should maintain a high school of the first grade: towns

of 500 families, a high school of the second grade. Here was a partial return to the policy of the fathers, the beginning of educational repentance. The original difference between the two grades was that the first taught Latin and Greek while the second did not; the first connected with the colleges in the traditional way, the second ignored the colleges and was ignored by them. And now for some years the policy of the State was singularly vacillating. There was a locking of horns between the progressive party and the conservative. The law of 1826 had been in force but a short time when the requirement of a second grade high school in the case of towns with 500 families was repealed; in 1836 it was restored; in 1840 it was practically repealed again; and in 1848 it was restored again, this time to stay until another advance became possible. So we see that it took just twenty-two years to clinch the legislation of 1826.

"For many years after 1826 the high school outlook was far from encouraging. The law was explicit enough, but towns consulted their pleasure about obeying it. In 1838, for instance, out of 43 towns required to maintain high schools only 14 were doing so. But the upward movement, long delayed, began at last. The missionaries of the movement were Horace Mann and his fellow-workers. In 1852 there were 64 high schools; in 1866, 156; in 1876, 216; in 1886, 229; to-day there are 261.

"In 1891 the State took a step which placed it, for the first time, in advance of the policy of the founders. It ordered that free high school tuition thereafter should be the legal right of every properly qualified child in the Commonwealth. Every town, without exception, must furnish it either in its own high school or in that of a neighbor. Other States have gone beyond Massachusetts in making the college or university a part of the public school system, but Massachusetts was the first State in the Union, if not the first in the world, to make it compulsory on its towns to provide free high school instruction. Such compulsion bore with hardship, of course, on many small and feeble towns. Hence the policy in such cases of State reimbursement of high school tuition payments."²⁰

²⁰ Report of the Board of Education of Massachusetts, 1897-8, pp. 366-8.

As suggested in the above quotation the poorer towns could not well meet the demands of the law of 1891 which required them to pay the tuition of pupils in case they did not provide a high school of their own. As a result the legislature of 1895 passed its first law reimbursing these poorer towns to the extent of the amount they had expended for the tuition of their children in outside high schools of a rank satisfactory to the State Board of Education. The law provided that towns with a property valuation of less than \$500,000, and having no high school of their own, should upon application to the proper authorities, receive reimbursements from the state in the amounts actually expended in the payments of the tuitions of pupils in the towns who were in attendance upon neighboring high schools. The law further provided that the town could, if it so desired, pay for the transportation of pupils to and from such high school or schools. This same legislature passed an act permitting towns having no high schools of their own to pay the tuition of their children in any academy located within their boundaries, provided such academies had been approved by the State Board of Education.²¹

This period marked a new departure in the state's policy toward secondary instruction. Previous to this time she had tried both encouragement and force, but now she began the policy of extending financial support to the institution.

Mr. Hill continues as follows: "In 1898 the legislature abolished the distinction between first grade high schools and second, the people having previously abolished it in most towns. The aims of the high school were for the first time specifically stated,—to give such instruction as may be required for general purposes of training and culture as well as to prepare pupils for admission to the state normal schools, to high technical schools and to colleges. The length of the high school curriculum was for the first time fixed; there must be at least one course four years long. And to ease somewhat the burden of this newly defined high school upon the small towns, it was made permissible for them to arrange that a portion of the high school instruction may be given in the high school of another town. A town, for instance, may maintain a high school for a part of the course if it will pay for the rest of the course elsewhere."²²

²¹ Legislative Acts of State of Massachusetts, 1895.

²² Report of the Board of Education of Massachusetts, 1897-8, p. 368.

In 1902 Massachusetts took the final step in the recognition of the principle of state aid to secondary education. The new law is in effect about as follows: Any town supporting less than 500 families and having a property valuation of less than \$750,000 is entitled to receive from the state treasury the entire amount expended for the payment of the tuition of all children of the town in attendance upon neighboring high schools; a town supporting less than 500 families and having a property valuation to exceed \$750,000 is entitled to receive from the state treasury one-half of all moneys expended for tuition of all children of the town in attendance upon neighboring high schools; and a town of less than 500 families maintaining a high school of the approved type, employing two or more teachers is entitled to receive \$300.00 annually from the state treasury. It is provided, however, that no town the valuation of which averages a larger sum for each pupil in the average membership of its public schools than the corresponding average for the commonwealth shall receive any moneys from the commonwealth under the provisions of this act.²³

In 1906 the amount of the direct subsidy to high schools was increased from \$300.00 to \$500.00 per annum.²⁴

A school employing less than two teachers is under this act not entitled to receive any state aid. The intention of this is undoubtedly to hinder the organization of high schools employing but one teacher, the educational authorities deeming it impossible for one teacher to teach effectively all of the subjects of a four year high school curriculum. This provision is probably wise in so far as it relates to the four year high school, but the wisdom of compelling the town to give a four year course in order to receive state aid is to be questioned. Most of the high schools of the country have passed through the one, two and three year stages of development.

As stated elsewhere towns containing 500 families are required to maintain high schools and other towns may do so and, in case they meet certain requirements, may receive annually state aid in the form of a \$500.00 subsidy.

²³ Revised Laws of Massachusetts, Chapter 43, Section 3, as annotated by Chapter 443, Acts of 1902.

²⁴ Legislative Acts, 1906, Chapter 200, State of Massachusetts.

Twenty-six towns received the state grant in 1903, thirty-four received it in 1904, thirty-six received it in 1905, thirty-seven received it in 1906, and forty received it in 1907. The whole amount expended by the state, for the above, in 1907 was \$20,000.

All towns not maintaining high schools are required to make provision for high school instruction in other towns, and are under certain conditions previously stated, reimbursed for one-half or the whole amount of the cost of such instruction.

In 1907 the state reimbursed 97 towns for tuition paid for 1,061 pupils. Twenty of these received but one-half of the amount expended for tuition. The whole amount expended by the state upon this account was, for the year, \$36,613.94.

Twenty-four towns had a valuation per pupil in excess of the state average and were consequently not reimbursed. Twenty towns did not avail themselves of the law, but ten of these maintained high schools of their own without state aid or had the benefit of local academies. Eleven towns in the state in 1907 had no pupils in the high school. These towns contained 712 children between the ages of five and fifteen, or probably considerably more than 300 of high school age.

The tuition rates for the year 1907 varied from \$20.00 to \$79.30 per pupil. The average rate was \$42.07.

"That the difference in rate represents fairly the difference in the value of the instruction furnished must be doubted. Some of the charges are certainly too high for the advantages offered, and the Board of Education will be compelled in the near future to bring about some readjustment of these rates."²⁵

²⁵ Report of the Board of Education, Massachusetts, 1907, p. 136.

CHAPTER VII

STATES THAT USE OTHER THAN THE DIRECT SUBSIDY PLAN IN THE DISTRIBUTION OF STATE AID TO HIGH SCHOOLS

CALIFORNIA, NEW YORK, RHODE ISLAND AND WASHINGTON

CALIFORNIA:¹ The history of the development of rural high schools in California properly dates back to 1891 when the legislature passed a bill permitting a union of districts for high school purposes.

Mr. J. B. McChesney points out the fact that there was some recognition of the necessity for universal secondary educational opportunities as early as 1851. He quotes as follows from the proceedings of the legislature of 1851:²

"Article II, Section 5: Not less than 60% of the amount paid each district shall be expended in teachers' salaries; the balance may, at the discretion of the district, be expended in building or repairing school houses, purchasing a library or apparatus for the support of a high school."

He states further, that he could find no evidence of the existence of a high school at this time and that the following legislature enacted a new school law which made no mention of high schools.

The same authority goes on to state that, "In 1855 the school law was enacted for a third time under the following title: 'Act to establish, support and regulate common schools and repeal former acts concerning the same.' Section 17 defined the duties and powers of trustees as follows:"

"They may cause the common schools within their respective jurisdictions to be divided into Primary, Grammar, and High School Departments, and employ competent teachers for the instruction of the different departments, whenever they may deem such division advisable, provided there be sufficient means for all departments, and if not, then in the order in which they are herein named, Primary School having preference."

¹ The latest Laws available were those of 1907. The latest State Reports available were those of 1906.

² J. B. McChesney, Monographs on Education in California.

The fact remains, however, that but few high schools were organized while this law was in operation and these only in the large cities. It is quite probable that most of the towns and cities found it difficult enough to raise sufficient money to support primary and grammar schools without attempting to support high schools, though the law did permit the use of any excess state funds for the purpose. According to McChesney the above law remained in force for about seventeen years, there being no effective changes made until 1872.

The new constitution, adopted 1879, explicitly provided that the state school funds could not be used for high school purposes. Article IX, Section 6 reads as follows:³

The public school system shall include primary and grammar schools, and such high schools, evening schools, normal schools, and technical schools as may be established by legislature, or by municipal or district authority; but the entire revenue received from the state school fund, and the state school tax shall be applied exclusively to the support of primary and grammar schools.

This legalized the establishment of high schools by both municipalities and districts which, in practice however, only affected municipalities, since the smaller districts were exhausting all their efforts in supporting the primary and grammar schools. It is probably worthy of note that for many years in California the primary and grammar schools taken together covered a period of nine years which practically included one year's high school work. This enabled the municipality or district to use the state funds for at least this one year of the high school course.

As in many of the other states the normal schools of California have to at least some extent served as rural secondary schools. The first of these schools was established as early as 1862 and was at first located in San Francisco.⁴ In 1870 it was moved to San Jose, its present location. While located in the larger city it did not serve to any great extent as a secondary school for rural pupils, but when located in San Jose at the time the centre of the most thickly populated agricultural region of the state it certainly gave secondary educational opportunities

³ Constitution of California, 1879, Article IX., Section 6.

⁴ History of the State Normal School at San Jose, California, 1889.

to a large number of rural youth. The state now supports five normal schools well distributed over the territory. One of these, only, never admitted pupils direct from the grammar schools. Another ceased to do so only after 1900, another two or three years later, and the remaining two still admit them to preparatory courses. This raising of requirements for admission has advanced just in proportion as high school privileges have been extended in the regions where such schools are located.

Many communities, feeling the need of a more advanced education than that provided by the grammar school proper, sought to extend and did extend the work by the addition of a course known as the "grammar school course." This institution was in effect a sort of high school and even went so far as to prepare students for the state university. The institution was undoubtedly created as such to avoid the constitutional provision which prohibited the use of any part of the state funds for the support of high schools.

The attitude of the legislature toward these "grammar school courses" is shown by the act of 1887. This session amended Chapter CVII, Section 444 to read as follows:

The state controller must between the dates aforesaid, also estimate the amount necessary to raise the sum of three dollars for each pupil enrolled in the grammar school course in the several districts of the state where such course is taught. This amount to be in addition to the amount above prescribed. The amount so raised shall constitute the Grammar School Course Fund.

Section 1625 of the same chapter reads:

Trustees of school districts, where the grammar school course is taught, shall admit in such course all persons as follows:

1. Residents of the district who were enrolled in the grammar grade.
2. Graduates in the grammar grade of schools in the county.
3. All others, residents of the county, who pass the required examination.

The creation of this law was undoubtedly intended; first, to give a legal status to these schools which had been illegally using state funds for their support; second, to provide means whereby such schools might legally receive state aid without causing any decrease in the current state fund for the support of the lower schools. The recognition of such schools as *Grammar School*

Courses rather than as high schools was undoubtedly to avoid the constitutional provision under Article IX, Section 6 as quoted above. This is evidenced by the fact that the legislature of 1891, under pressure, repealed the act as being unconstitutional.

The same legislature in two separate acts⁵ provided for; first, the establishment of one or more county high schools in each of the counties of the state, by submitting the matter to the legal voters of the county a majority of whom could establish and provide for the maintenance of the same; second, the establishment of high schools in towns or cities of fifteen hundred or more inhabitants, or in two or more adjoining districts by submitting the proposition to the legal voters of the city or town or union of districts, a majority of whom could establish and provide for the maintenance of the same.

Dr. Cubberley states that there were but twelve high schools in California in 1885, and but twenty-four in 1890. He further states that this number had increased to one hundred and twenty by the year 1900.⁶ In considering the growth of these schools in California it must be remembered that many of them grew out of the institutions known as the "grammar school courses" that were carried on in the state previous to the legislation of 1891 which practically made them illegal. According to McChesney the number of high schools in the state had increased in 1902 to one hundred and thirty-nine, and in 1903 to one hundred and forty-three.⁷

Attendant upon the entire local support of high schools as provided by the enactment of 1891, there gradually grew up a strong sentiment for some legislation leading to the state aid of secondary schools. This agitation resulted in the legislature of 1901 submitting to the people an amendment to the constitution of the state, the aim of which was to legalize the state provision for the support of high schools through the levying of a high school tax. At the general election of 1902 this amendment was adopted by the people by an overwhelming majority. As a consequence the legislature of 1903 passed an act for the

⁵ Amendment to the Codes, 1891, Chapters LXI. and CXXXII., California.

⁶ Cubberley, *School Funds and Their Apportionment*, p. 23.

⁷ McChesney, *Monograph on Education in California, Secondary Education*, p. 15.

state support of high schools. Section 1 and Section 5 of this act read as follows:

Section 1.⁸ There is hereby levied annually for the fifty-fifth and fifty-sixth fiscal years, ending respectively June thirtieth, nineteen hundred and four, and June thirtieth, nineteen hundred and five, an ad valorem tax of one and one-half cents upon every hundred dollars of the value of the taxable property of the state, which tax shall be collected by the several officers charged with the collection of state taxes, in the same manner and at the same time as other state taxes are collected, upon all and any class of property, which tax is for the support of regularly established high schools of the state. And it is further enacted that, beginning with the fifty-seventh fiscal year, to wit: July first, nineteen hundred and six, it shall be the duty of the State Controller, annually, between the tenth day of August and the first day of September, at the time that he is required to estimate the amount necessary for other school taxes, to estimate the amount necessary to be levied for the support of high schools. This amount he shall estimate by determining the amount required at fifteen dollars per pupil in average daily attendance in all the duly established high schools of the state for the last preceding school year, as certified to him by the State Superintendent of Public instruction. This amount the State Controller, between the dates above given, must certify to the State Board of Equalization.

Section 5.⁹ The money in said State High School Fund shall be apportioned to the high schools of the state by the State Superintendent of Public Instruction in the following manner: He shall apportion one third of the annual amount among the county, district, city, union, or joint union high schools of the state, irrespective of the number of pupils enrolled or in average daily attendance therein, except as hereinafter provided; the remaining two thirds of the annual amount he shall apportion among such schools pro rata upon the basis of average daily attendance as shown by the official reports of the County or City and County Superintendents for the last preceding school year; *provided*, that such high schools have been organized under the law of the state, or have been recognized as existing under the high school laws of the state and have maintained the grade of instruction required by law of the high schools; *and provided*, that no school shall be eligible to a share of said State High School Fund that has not during the last preceding school year employed at least two regularly certificated high school teachers for a period of no less than one hundred and eighty days with no less than twenty pupils in average daily attendance for such

⁸ School Law of California, 1903, p. 61.

⁹ School Law of State of California, 1903, p. 62.

length of time, except in newly established high schools wherein the minimum average daily attendance for the first year of one hundred and eighty days may be but twelve pupils and but one teacher; *and provided*, that before receiving state aid, each school shall furnish satisfactory evidence to the Superintendent of Public Instruction of the possession of a reasonably good equipment of building, laboratory, and library, and of having maintained, the preceding school year, proper high school instruction for a term of at least one hundred and eighty days; *provided further*, that the foregoing provisions relating to the average daily attendance and the number of teachers employed shall not operate to disqualify any legally established high school existing at the date of the passage of this Act from receiving a share of said State High School Fund until July 1, 1904.

Section 8 provides that the above fund may be used only for the payment of the salaries of teachers.¹⁰

Section 9 provides that high schools receiving state aid shall within one year after first beginning to receive such aid, provide at least one course of study such as will prepare pupils for admission to one of the colleges of the University of California, and in order that this purpose may be carried out the said high schools shall be subject to inspection by a duly accredited representative of said university. This section also provides that pupils qualified to enter a high school and residing in a territory wherein no high school exists shall have the right to attend any high school that receives state aid without the payment of a tuition fee, if such schools have room or accommodations for them.¹⁰

The latter provision, during the two years it was in effect, led to much dissatisfaction in certain communities, supporting large and reputable high schools surrounded by thickly populated regions without high school facilities. As a result the legislature of 1905 amended this law so as to provide that in the future no high school receiving state aid should charge any pupil residing outside of said high school district a tuition fee in excess of the difference between the cost per pupil for the maintenance of such school and the amount per pupil received during the school year from the state.¹¹

That part of the law requiring every high school receiving state aid to provide at least one course of study such as would

¹⁰ School Law of State of California, 1903, p. 64.

¹¹ Senate Bill No. 266, Sections 1 and 9, Session of 1905, California.

admit its graduates to one of the colleges of the university was also stricken out in 1905.¹²

Section 1 was amended by the same legislature as follows:¹² After July first nineteen hundred and five, the amount of state high school tax to be levied is to be determined by calculating fifteen dollars per pupil in average daily attendance in all the duly established high schools of the state for the last preceding school year.

The amount of the direct bonus received from the state by each of the accredited high schools was for 1904, \$543.93. The amount apportioned upon the average daily attendance basis was for the same year about \$11.18 per pupil.¹³ This would amount to a little over \$1,000 for a school having an average daily attendance of forty-one pupils.

There were in California, 1903, one hundred and forty-three high schools entitled to receive state aid. Of these thirty-seven were joint or union high schools, seven were county high schools, and the remainder were town or city high schools.¹⁴ In 1906 the number of union high schools had increased to twelve, and the number of county high schools had increased to fifteen.¹⁵

For the academic year 1905-6 each high school in the state received as a direct bonus the sum of \$502.68. The amount apportioned upon the basis of average daily attendance was \$8.51 per pupil.¹⁶ Upon this basis a high school to receive \$1,000 per year from the state would have to have an average daily attendance of a little more than fifty-eight pupils.

NEW YORK:¹⁷ The laws of New York provide for the establishment of union free schools by a majority vote of the qualified electors of the school district or districts at a meeting or meetings called especially for that purpose.¹⁸ Provision is also made under

¹² Senate Bill No. 266, Sections 1 and 9, Session of 1905, California.

¹³ Cubberley, *School Funds and Their Apportionment*, p. 231.

¹⁴ McChesney, *Monograph on Secondary Education, in California*, pp. 23-8.

¹⁵ Report of Superintendent of Public Instruction, 1905 and 1906, p. 208.

¹⁶ Report of State Superintendent of Public Instruction, 1905 and 1906, p. 283.

¹⁷ The latest Laws available were those of 1906. The latest State Report was that of 1908.

¹⁸ Consolidated School Laws of New York, 1905, Title VII., Article 1., Sections 1, 2 and 5.

the same act for the establishment, by the board of education, of an academic department in any of these schools. These institutions are supported and administered just as the district schools, both in their academic and elementary departments. The law specifically provides, however, that all moneys apportioned from the state fund to these union schools, other than that especially provided for the academic department, shall be applied to the department below the said academic department.¹⁹

The state provides a literature fund to be applied entirely to the support of secondary education. The apportionment of these moneys is at present placed in the hands of the Commissioner of Education.²⁰ It also provides a library fund which may be participated in by the academic departments of cities, academies, and union districts.

These funds which are included in a large state appropriation for cities, academies, academic departments, and public school libraries is apportioned as follows: Each city, each union district, and each nonsectarian academy maintaining an academic department according to the laws, ordinances, and regulations of the regents of the university shall receive \$100.00 for each such academic department maintained therein. Each nonsectarian private academy shall receive an amount equal to the amount locally raised for books, pictures, and apparatus, provided that the state shall not contribute to any one such academy an amount in excess of \$250.00 for any one year. Each union school district maintaining an academic department shall receive an amount equal to that raised locally, provided that the state shall not contribute to any one such school an amount in excess of \$268.00 for any one year, and \$2.00 additional for each teacher employed in said district. After providing similarly for academic departments in cities, for tuition for nonresident pupils and for libraries in common school districts, the remainder of the fund is apportioned upon the basis of aggregate days attendance of academic pupils.²¹

The secondary schools of the state appear to receive indirect aid from the common school fund as follows: The law provides

¹⁹ Consolidated School Laws of New York, 1905, Title VII., Article 4, Section 15, Paragraph 10, and Section 23.

²⁰ Consolidated School Laws of New York, 1905, Chapter 586, p. 195.

²¹ Session Laws of State of New York, 1906, Chapter 683.

that each district having an assessed valuation of \$20,000 or less shall receive \$200.00, that each district having an assessed valuation of \$40,000 or less shall receive \$175.00, that each district having a valuation of \$60,000 or less shall receive \$150.00, and that each remaining district shall receive \$125.00.²² For each additional teacher employed after the first, the district is entitled to receive \$100.00.²³

The state law also provides for the free tuition of pupils residing in districts where no academic department exists, and provides for their admission into such schools as support an academic department without the payment of any tuition other than that provided by the state law. The amount of this tuition is set by the state at \$20.00 per annum per pupil.²⁴

It appears that the legislature of 1907 slightly changed the above act so that at present it permits cities to charge an amount equal to the actual cost of instruction, with the understanding that \$20.00 will be paid by the state and the remainder by the district in which the pupil resides. The act does not, however, apply to union districts or academies, which are in greater need of the additional sum than cities.²⁵

In 1906 the legislature passed an act amending the laws of 1894 in reference to the training of teachers. The sum of \$100,000 was appropriated to be apportioned to such academies, union schools, and cities as the state educational authorities should designate to carry on the work of training teachers. It was provided that no more than 115 such cities or other academic departments should be selected and that each such city or department conducting such a class of not less than ten pupils should receive \$500.00. The remainder of the fund was to be apportioned among such training classes ratably on the basis of the number of teachers receiving training in excess of the ten forming the basis for the first apportionment.²⁶

Andrew S. Draper, Commissioner of Education for the State of New York, says in regard to the development of the literature fund: "What is known as the literature fund was estab-

²² Session Laws of New York, 1906, Chapter 698.

²³ The Consolidated School Laws of New York, Title II., Article 1, Sections 6 and 7.

²⁴ Session Laws of New York, 1906, Chapter 683.

²⁵ Report of Educational Department, 1908, p. 248.

²⁶ Session Laws of New York, 1906, Chapter 556.

lished in aid of secondary education in 1790. The stream made a fine start, and it has gathered volume in its progress. The state appropriation for the purpose is now \$350,000 annually. The state appropriations from 1793 to 1904 were \$4,523,983. The total expenditures of the system up to 1904 have been \$104,583,413. The system has of course seen its most marvelous growth in the last twenty-five years. In 1880 the extent of the state aid was \$43,000 and the total expenditures for the secondary schools were \$1,013,780. In 1890 the state aid was \$107,559 and the total cost of the system was \$2,341,956. In 1904 the state aid was \$312,368 and the total expenditures were \$8,111,369. In 1893 there were 47,799 in our secondary schools, and in 1905 there were 95,096. The secondary school system is evenly distributed over the state for it has schools in every county."²⁷

The number of high schools has increased in the state from 314 in 1894 to 675 in 1907, and the number of academies has increased during the same period from 123 to 157. The total enrollment in these schools in 1907 was 94,386. Of this number 87,654 were enrolled in high schools. During this same year the high schools were classified as follows: There were 447 high schools, 103 senior schools, 40 middle schools and 85 junior schools. There were of the academies 112 high schools, 6 senior schools, 12 middle schools, and 24 junior schools with 3 special schools.²⁸

Concerning the apportionment of funds to secondary schools for the academic year 1906-7 the Commissioner of Education says:

"The amounts apportioned from the academic and library fund to the schools of the state for the fiscal year ending September 30, 1907, were as follows:

For quota of \$100.00 to each nonsectarian secondary school.....	\$65,600 00
For library books, apparatus and pictures.....	142,569 35
For tuition of nonresident students.....	88,608 46
For attendance of academic students.....	255,411 96
<hr/> Total.	<hr/> \$552,189 77

²⁷ Report of Educational Department, New York, 1905, p. 14.

²⁸ Report of Educational Department, New York, 1908, pp. 251-2.

"The sum indicated above (\$88,608.46) is the amount actually paid for the tuition of nonresident academic students during the fiscal year 1906-7. The amount earned within the school year 1906-7 was approximately \$155,644.46. The item relating to library books, apparatus and pictures (\$142,569.85) includes payments made to both academic and elementary schools. On the basis of a fair estimate the sums apportioned to academic departments would be approximately \$28,800 for books, \$23,100 for apparatus, and \$3,571.43 for pictures."²⁹

Leaving out the item of tuition which would prove a loss to any school receiving it, at \$20.00 per pupil, and estimating upon the remaining figures, it would appear that each of the above schools received upon the account of the \$100.00 quota and the apparatus distribution an average of \$184.50, and upon the aggregate attendance item about \$3.40 per pupil enrolled. This would give a school with an enrollment of 40 pupils in the neighborhood of \$320.50 subsidy.

That the free tuition law works an injustice upon the schools receiving such tuition has been frequently pointed out by the Commissioner of Education. The average annual per capita cost of secondary education in high schools for 1907 was \$80.87, and in academies it was \$179.97, while the maximum amount that these schools were permitted to collect was \$20.00 per capita. The act of 1907 which permits cities to charge an amount equal to the actual cost of such education will probably work to drive many more of the tuition pupils into the smaller and poorer high schools.

The following table taken from the commissioner's report of 1907 shows clearly the distribution of the tuition pupils.

²⁹ Report of Department of Education, 1908, p. 253.

APPORTIONMENTS FOR FREE TUITION PUPILS³⁰

	Boys.	Girls.	Amount paid.
To cities.	455	602	\$19,187 58
To villages of at least 5,000 inhabitants.	382	532	15,979 97
To villages of at least 2,000 inhabitants.	714	1,195	31,825 76
To villages of less than 2,000 inhabitants.	2,054	3,094	88,651 15
Totals.	3,605	5,332	\$155,644 46

In view of the fact that the Commissioner of Education points out that the per capita cost of instructing academic students is from three to five dollars greater in villages than in cities,³¹ and in view of the further fact that the average for all high schools in the state is more than \$80.00 per capita for such instruction, it would appear that the high schools in rural communities are bearing an undue share of the burden of secondary education in the state.

From the foregoing figures it appears that more than 10 per cent. of the high school pupils in the state are tuition pupils.

RHODE ISLAND:³² Rhode Island passed a law in aid of town high schools in 1898. In effect this law provides that any town maintaining a high school and having a course of study approved by the state board of education, shall be entitled to receive annually from the state \$20.00 for each of the first 25 pupils in average attendance in said school, and ten dollars for each of the second 25 pupils in average attendance in said school. It is further provided that any town not maintaining a high school, which shall make provision for the free attendance of its children at some high school or academy approved by the state board of education, shall receive aid from the state for each pupil in such attendance on the same basis and to the same extent as if it maintained a high school.³³

³⁰ Report of Department of Education, 1908, p. 249.

³¹ Report of the Department of Education, 1908, p. 248.

³² The latest State Reports and laws available were those of 1906.

³³ School Laws of Rhode Island, 1903, Chapter 544, Section 3.

In 1900 permission was granted to the school committee of any town to pay for the transportation of the pupils to and from such schools at public expense.³⁴

The legislature of 1903 abolished all districts and vested the administration of all schools in the town.³⁵ This act while not directly aimed at an increase of rural high schools will necessarily stimulate their organization in the state.

It is also possible under the laws of the state for two or more towns to form a union district for the purpose of organizing a high school.

In some respects the above laws are superior to those of most other states in that they place a premium upon increased attendance. They, however, do not necessarily encourage the establishment of local high schools because they place no special premium upon local effort in this direction, giving the same state aid to towns whether they provide school facilities at home or abroad. In a state as thickly settled as Rhode Island a town having fifty pupils in attendance upon outside high schools should have a high school of its own.

The laws of the state make provision for thorough town supervision which aids much in increasing the efficiency of the elementary schools and thus tends to increase the attendance upon high schools.

WASHINGTON:³⁶ The legislature of the state of Washington passed a law, 1890, the object of which was undoubtedly to encourage the organization and support of rural high schools. This law authorized the establishment of union high schools, and provided that such high schools should receive state aid upon the same basis of apportionment as other public schools of the state, that is to say that each such school should receive an apportionment of state moneys upon the basis of at least 2,000 days attendance no matter what the actual attendance might be. In addition to this it provided that a bonus of \$100 should be paid each year to every union high school for each high school grade maintained.

³⁴ School Laws of Rhode Island, 1903, Chapter 743, Section 8.

³⁵ School Laws of Rhode Island, 1903, Chapter 1101, Section 1.

³⁶ The latest Laws consulted were those of 1907. The latest State Reports consulted were those of 1906.

The State Superintendent in his report for 1902 pointed out that this law while serving in some instances the purpose for which it was intended in many other cases worked an injustice, since it failed to place a minimum limit upon the length of a school year and failed to define the number of pupils necessary to constitute a grade.³⁷ This matter was, however, remedied by the legislature of 1903 which limited the grade to a minimum of four pupils with an average daily attendance of at least three pupils for six months.³⁸

In June, 1906 there were 33 union high schools in the state with an enrollment of 637 pupils. Thus it appears that the average enrollment in these schools was less than twenty pupils. Five of the above schools gave four year courses, eight gave three year courses, fourteen gave two year courses, and six gave one year courses. Of these schools four received aid as four year schools, two received aid as three year schools, eleven received aid as two year schools, and ten received aid as one year schools. The least number of pupils enrolled by any one of these schools was 4, and the largest number enrolled by any one was 87. The amount of state subsidy received by them ranged from \$272 to \$1,334.³⁹

³⁷ Report of State Superintendent, 1902, p. 188.

³⁸ Report of State Superintendent, 1904, p. 189.

³⁹ Report of State Superintendent, 1906, p. 68.

CHAPTER VIII

STATES THAT DIRECTLY OR INDIRECTLY PAY THE TUITION OF CERTAIN HIGH SCHOOL PUPILS

NEW HAMPSHIRE, CONNECTICUT, DELAWARE, AND VERMONT

NEW HAMPSHIRE:¹ The high schools of New Hampshire are considered an integral part of the public school system, and since the state funds are distributed upon the school attendance basis, the districts benefit by increasing this attendance. The state funds consist of a literary fund and an equalization fund. The equalization fund consists of an annual appropriation of \$25,000. Twenty-five per cent. of this amount or \$6,250 plus an additional \$10,000 is devoted to the aid of supervision in the poorer towns. The remainder of the equalization fund, \$18,750, is apportioned only to such towns in the state as have an equalized valuation of less than \$3,000 for each child of the average attendance in the public schools, and to such other towns as the governor and council may upon the recommendation of the state superintendent add to the list. To these several towns this fund is apportioned, “* * * in direct proportion to said average attendance, and in inverse proportion to the equalized valuation per child * * *.”² In effect the act is made to apply to all towns as defined above, and to many other towns whose equalization valuation per child of the average attendance does not reach \$5,000.

The literary fund for 1905-6 amounted to \$36,931 which was apportioned to towns and other school districts in proportion to the number of pupils in attendance upon the public schools in such towns and districts for a period of not less than two weeks.³

In 1905-6 the per capita amount received by the towns and districts from the literary fund was 57 cents, and the amount received by the various towns and districts from the equalization fund varied from \$1.10 to \$4.88 per capita.⁴ Thus it will appear

¹ The latest School Laws available were those of 1907. The latest State Report was that of 1906.

² School Laws of New Hampshire, 1907, Chapter 1.

³ School Laws of New Hampshire, 1907, Chapter 1.

⁴ Compiled from Report of State Superintendent, 1905-6.

that the amount of the state aid, received by the poorer districts for general school purposes, is so small that it could have little or no influence upon the establishment of rural high schools.

In 1901 the legislature of New Hampshire passed an act compelling all towns not supporting a high school or a school of corresponding grade to pay the tuition of all resident children in attendance upon any approved high school or academy in the state: provided that the amount of such tuition should not be in excess of the average cost for each pupil in attendance in said school.⁵

This same act provides for the reimbursement of the poorer towns in amounts varying from ten to one hundred per cent. of the amounts actually expended for such tuition. "Towns whose rate of taxation for school purposes in any one year is \$3.50 or more on \$1,000, and whose average rate of taxation for all purposes for five years next preceding is \$16.50 or more on \$1,000, shall receive a share of said appropriation as follows; * * *." The act goes on to provide that towns with a general tax rate of from \$16.50 to \$17.49 upon each \$1,000 of valuation shall receive one-tenth of the amount expended for tuition, and an added tenth for each additional dollar paid upon the thousand.⁶ The sum of \$8,000 has been appropriated annually to meet the requirements of this act.⁷

It is perhaps needless to say that the theory underlying this scheme of tuition reimbursement is superior to any other in existence in the country. A further discussion of this matter will be taken up in a later chapter.

CONNECTICUT:⁸ Beginning with the academic year 1897-8 Connecticut permitted any town not supporting a high school to pay the whole or any part of the tuition fee of any child who resides with his parents or guardian in said town, provided that the high school shall have been previously approved by the state board of education. The same general assembly, 1897, passed an act providing for the reimbursement of towns with a tax list not to exceed \$900,000 to the extent of two-thirds of the

⁵ School Laws of New Hampshire, 1907.

⁶ School Laws of New Hampshire, 1907.

⁷ Session Laws of New Hampshire, 1905, Chapter 89.

⁸ The latest Laws available were those of 1905. The latest State Report available was that of 1905.

amount actually expended by said town for tuition of pupils in attendance in outside high schools; provided that not more than thirty dollars should be paid for each scholar in attendance in any outside high school.⁹ The following general assembly removed the clause limiting state aid to towns with a list of \$900,000 or less.¹⁰

In 1901 the general assembly changed the wording of the law of 1897 so that it provided that the state should reimburse towns to the extent of the tuition paid; provided that not more than thirty dollars should be paid by the state for each scholar in attendance from any town.¹¹

Connecticut also passed a law, 1903, providing for the free transportation of pupils in attendance upon a neighboring high school. This law permits any town to pay the transportation of its pupils to and from outside high schools, and also provides for the reimbursement of said town to the extent of one-half of the amount so expended, provided that not more than twenty dollars shall be paid by the state for the transportation of any one pupil in any given year.¹²

There is also a provision in Connecticut for the aiding of high school libraries. The act provides that any district or town supporting a high school may receive from the state ten dollars for the establishment of a library, provided said district or town raises for the purpose the same amount. In addition to this, five dollars will be given by the state for the yearly support of said library, provided the district or town raises a similar amount. If the number of scholars in actual attendance in any school exceeds one hundred an additional five dollars will be annually paid for each hundred or fraction of a hundred in attendance in excess of the first hundred.¹³

The laws of the state also provide for the payment of the tuition of pupils, attending academies located in towns not having high schools of their own, upon the same basis as that provided for the attendance of pupils in high schools outside of such towns.¹⁴

⁹ School Law of Connecticut, 1897, Chapter V.

¹⁰ School Law of Connecticut, 1899, Chapter V.

¹¹ School Law of Connecticut, 1904, Chapter V., Section 68.

¹² School Law of Connecticut, 1904, Chapter V., Sections 71 and 72.

¹³ School Law of Connecticut, 1903, Chapter XV., Section 200.

¹⁴ School Law of Connecticut, 1903, Chapter V., Section 70.

The numbers attending nonlocal high schools and the amounts paid for tuition for the seven years ending 1903-4 have been as follows:¹⁵

Year.	Towns paying tuition.	Tuition scholars.	Approved high schools.	Amount paid by state.
1897-8	32	136	27	\$2,315 96
1898-9	40	214	24	3,584 09
1899-0	55	408	26	7,059 85
1900-1	61	489	31	8,591 72
1901-2	64	580	37	12,563 47
1902-3	69	649	42	15,312 85
1903-4	76	813	52	19,403 04

There are in all (1903-4) 78 high schools in the state. Of this number 20 are district high schools, and the remainder, 58 are township high schools. Sixteen of the latter are organized under the district system and 42 are organized under the consolidated system. Forty-nine of the 78 are four year, 21 are three year, 5 are two year, and 2 are one year high schools.¹⁶

There are 165 towns in the state. In 1903-4 there were 58 towns maintaining high schools, and 76 towns had tuition pupils in neighboring high schools, leaving 31 towns that made no provision at all for high school pupils. During this same year the state reimbursed these 76 towns in the amount of \$19,403.04 and \$8,341.27 for the tuition and transportation of pupils. Eight per cent. of the entire high schools enrollment of the state was made up of nonresident pupils.¹⁷ Fifteen per cent. of the total expense of public school education in Connecticut is borne by the state.

The actual status of secondary educational opportunities in this state may be best shown by quoting from page 13 of the Report of the Board of Education for 1905:

"If we look at purely rural areas in Connecticut generally we find no high schools at all. Even if we include village communities with a population not exceeding 2,000 we shall, with few exceptions, find the same state of affairs. To find the unit of population of a successful high school we must go higher than

¹⁵ Report of State Board of Education, 1905, p. 12*.

¹⁶ Report of Connecticut Board of Education, 1905, p. 160.*

¹⁷ Report of Connecticut Board of Education, 1905, p. 12.*

a population of 2,000. It is difficult to determine how much higher or where the high school line should be drawn."

DELAWARE:¹⁸ In this state there is no legal recognition of high schools as such. All such schools where they exist are a part of what is legally known as graded schools. Being a part of the public school system these schools benefit equally in the distribution of the state school fund which is all apportioned upon the teacher basis. The state fund consists of the income from the permanent school fund (between 30 and 40 thousand dollars), and such appropriations as are made by the legislature, which may not be less than \$132,000.00 annually. The above fund is apportioned among the different districts or schools according to the number of teachers employed.¹⁹

With an income of \$34,296.50 from the permanent fund for 1900 and the above minimum legislative appropriation the amount received by the different schools per teacher employed would have been for 1904-5 a little more than \$185.00.

It thus appears that a school doing high school work and employing one or more teachers in this department receives a small direct subsidy for each such teacher. Neighboring school districts are permitted to create a joint district for the purposes of securing better school facilities including graded schools.²⁰

In 1899 the general assembly of Delaware passed an act which provided for the division of the state into districts containing one or more graded schools which were to be free to qualified pupils of said districts. The tuitions of all such pupils are to be paid direct to the schools concerned by the State Treasurer. The amount of the aforesaid tuition is \$15.00 per year for each pupil. This act does not apply to the city of Wilmington.²¹

The last state report available was that of 1900, so it was impossible to get at the workings of this act in the last few years.

The United States Commissioner of Education reports a total of 15 high schools for the year 1906. One of these is a union high school.²²

¹⁸ The latest School Law consulted was that of 1907.

¹⁹ School Laws, Delaware, 1907, p. 49.

²⁰ School Laws, Delaware, 1907, p. 24.

²¹ School Laws, Delaware, 1907, pp. 44-46.

²² School Laws, Delaware, 1907, Volume 2, p. 752.

VERMONT:²³ As early as 1876 a law was passed in Vermont giving districts the privilege to contract with academies for the education of all or any part of their pupils. Naturally certain of these pupils sooner or later were pursuing secondary subjects in these schools.²⁴

The same year an act was passed empowering towns to establish and maintain central high schools. It seems that at a very early period some thirty villages in the state became incorporated by special acts in order that they might establish and maintain high schools as a part of their graded school systems. These schools are in existence at the present time.²⁵

In 1894 a law was passed providing that towns with a population of 2,500 must establish and support a high school or provide for the education of their children of high school age and preparation in academies, or in the schools of a graded district or districts located therein.²⁶

The State Superintendent in his report for 1904 sums up the legal status of secondary education at the present time as follows:

" In 1900 existing laws provided for free advanced, or secondary educational opportunities as follows: (1) Towns and cities having 2,500 inhabitants or more, were required to provide free secondary instruction: (2) Towns having within their limits an academy, seminary or high school of incorporated district, were required to provide free secondary instruction: (3) Any town, not within the foregoing, by action of its directors, might provide such instruction free in other towns: (4) Any town, by a vote, might support a high school or otherwise provide free advanced instruction. In effect all the large towns and many of the small ones either maintained high schools or provided equivalent schooling in other institutions.²⁷

" In 1902 two-thirds of our youth resided in towns that provided free secondary schooling * * *. At this time a very important law was enacted, whose aim was to require every town

²³ The latest State School Report available was that of 1906. The latest School Law available was that of 1907.

²⁴ Vermont School Report, 1904, p. 74.

²⁵ Vermont School Report, 1904, p. 75.

²⁶ School Laws of Vermont, 1895, Chapter 36.

²⁷ Vermont School Report, 1904, pp. 75-6.

to provide for the instruction of advanced pupils in high school branches of study in the high schools of the town, or in the high schools of the incorporated districts, or in an academy in the town, or in the academies and high schools of other towns. Vermont in this act took the final step, whereby free secondary education is provided for every youth in the state who is fitted for it, * * *."²⁷

A new act was passed in 1907 referring to high schools and secondary pupils as follows:

It is required that each and every town shall maintain a high school or provide for the payment of the tuition of all of its pupils of advanced grade in a standard district high school or academy within the town, or in the standard high schools or academies in an adjoining town within or without the state. It is provided, however, that the town shall not be compelled to pay more than twenty-four dollars per year for any one pupil.²⁸

Certain of the towns paying the tuition of pupils may be reimbursed as follows: There shall be paid, " * * * according to and based on tuitions not exceeding twenty-four dollars per pupil per school year: to towns having raised and expended for current school expenses during the preceding school year, excluding interest on United States deposit fund, the state school tax and expenditures for new buildings, forty per cent. or more of their grand lists, a sum equal to one-fourth of the amount expended for tuitions; to towns having raised and expended fifty per cent. or more of their grand lists, a sum equal to one-half the amount so expended; to towns having raised and expended sixty per cent. or more, a sum equal to three-fourths of the amount so expended; and to towns having raised and expended seventy per cent. or more, a sum equal to the amount so expended."²⁹

In 1906 there were registered in the high schools of the state 5,218 pupils. Of this number 435 had their tuition paid by parents or guardians and 1,297 had their tuition paid by their towns. During the same year there were 1,551 secondary students attending academies, of which number 983 had their

²⁷ Vermont School Report, 1904, pp. 75-6.

²⁸ School Laws of Vermont, 1907, Section 1018.

²⁹ School Laws of Vermont, 1907, Section 1023.

tuition paid by their respective towns.⁸⁰ If we assume that the academy students were all tuition pupils, it will appear that 43.5 per cent. of the pupils enrolled in the two types of schools are tuition pupils. If, however, we eliminate the figures for the academies which serve largely as secondary schools for many towns we still have one-third of the high school pupils attending high schools outside of their own districts.

⁸⁰ Vermont School Report, 1906, pp. 145 and 488.

CHAPTER IX

STATES THAT LEGALIZE THE LOCAL PAYMENT OF HIGH SCHOOL TUITION

INDIANA, OHIO, KANSAS, NEBRASKA, MICHIGAN, IDAHO, OREGON,
AND UTAH

INDIANA:¹ The beginning of the history of the township high schools in Indiana dates back to the adoption of the constitution of 1849, and the legislative enactments of 1852. Under these laws the township became the unit of organization for local government, taxation, and the establishment and support of public schools. The efficiency of these early laws was doubtless due in large part to the fact that they were so framed as to encourage the centralization into combined districts, towns, districts and towns, and combined towns. These same laws gave rise later to the township graded schools, and finally to the township high schools.²

While these laws implied the provision of secondary educational advantages, no progress whatever was made in this direction until after the civil war. The high school was merely recognized as a part of the public school system and has consequently been a gradual evolution out of the elementary school.

It is probable that the first township high school to be established in the state was in or near the town of Nineva in 1872.³

Such high schools as existed in the state previous to 1891 were organized under the general law permitting the establishment of graded schools. Before this time the law made no mention of high schools as such.⁴ The legislature, however, at this time passed several acts relating to high schools. Under the general duties of trustees the law provides that: "Such school trustees may also establish and maintain in their respective corporations, as near the centre of the township as seems wise, at least one separate graded high school, to which shall be ad-

¹ The latest School Laws available were those of 1907. The latest State Reports available were those of 1905-6.

² Cotton, S. S. R., 1904, pp. 681-687. Sch. Rev., XII., p. 266.

³ Report of State Superintendent, 1898.

⁴ School Laws of Indiana, 1883 and 1889, Section 444.

mitted all pupils who are sufficiently advanced: Provided, that the school trustees of two or more corporations may establish and maintain joint graded high school(s) in lieu of separate graded high schools, * * *: Provided further, that any trustee instead of building a separate graded high school for his township shall transfer the pupils of his township competent to enter a graded high school to another school corporation: Provided further, that, all payment of tuition, provided for under this act, heretofore made by school trustees for such high school privileges are hereby legalized: Provided further, that no such graded high school shall be built unless there are at the time such house is built, at least twenty-five common school graduates of school age residing in the township.⁶ The act makes further definite provision for the payment of the tuition of pupils in attendance in other school corporations.⁸

The free transportation of pupils is also largely practiced in Indiana. The legal status for such practice is evidently found in Section 128 of the school law, which provides for the abandonment of school districts and their consolidation into joint districts. The act does not specifically give such power but it has been interpreted to mean this.⁷

The large extent to which the free transportation of pupils is practiced in Indiana is shown by the fact that previous to 1906 there had been 830 schools abandoned, and during the academic year ending 1905-6 there were transported at public expense 9,425 pupils or an average of between eleven and twelve to the district.⁸

The laws of Indiana also provide for the organization and support of county high schools in such counties as may receive as a gift certain high school buildings and equipment as defined by the act. The tax levy for such schools must not, however, exceed fifteen cents upon each \$100.00 of valuation. Tuition in these schools must be free to all properly qualified residents of the county.⁹

⁶ School Laws of Indiana, 1904, Section 117.

⁷ School Laws of Indiana, 1904, Sections 157 and 158.

⁸ Report of State Superintendent, Indiana, 1904, p. 281.

⁹ Report of State Superintendent, Indiana, 1905-6, p. 619.

¹⁰ School Laws of Indiana, 1904, Sections 289 and 291.

In Indiana as in Illinois the high school being a part of the common school system the educational funds may be applied to these schools in the same manner and to the same extent as to the elementary schools. The State Superintendent in his report for 1905-6 gives \$3.04 per capita as the total state school revenue, and \$10.31 per capita as the total local revenue.¹⁰ In other words the state approximately bears 22.7 per cent. of the financial burden attached to public education in the state. Both the state and county distribute these funds upon the school census basis.

The State Superintendent in his report for 1903-4, page 686, gives the following data:

Number of townships in Indiana.....	1,016
Number of high schools, all grades.....	763
Number of commissioned high schools.....	205
Number of township high schools.....	558
Number of commissioned township high schools....	20
High school enrollment.....	38,242
Township high school enrollment.....	13,435
High school graduates.....	4,583
Township high school graduates.....	1,414
Number of high school teachers.....	1,829
Number of township high school teachers.....	848

SALARIES OF TEACHERS EMPLOYED

a. Commissioned high school teachers (170 days average school year) per year.....	\$806 50
b. Township high school teachers (140 days average school year) per year.....	500 04

PER CAPITA COST OF MAINTENANCE

a. In commissioned high schools.....	\$33 00
b. In township high schools.....	25 00

OHIO:¹¹ Ohio has the township system of high school organization with entire local support. The original provision

¹⁰ Report of State Superintendent of Indiana, 1905-6, pp. 806-7.

¹¹ The latest State Report available was that of 1906. The latest School Laws available were those of 1907.

for such establishment of township high schools is to be found in the acts of 1853.¹²

There is ample evidence that several townships took advantage of the opportunities offered under this law as early as 1870, since the report of the commissioner of education for that year gives the number of teachers employed in township high schools as eighteen.¹³ The report of 1880 gives the total enrollment of pupils in township high schools as 1,254.¹⁴ The report of 1890 gives the number of townships having taken advantage of the law as something less than one hundred.¹⁵ The number of pupils enrolled in these schools was for the same year 2,920. This enrollment had increased to 6,196 by the year 1900,¹⁶ and had further increased to 6,854 by the year 1906.¹⁷ The number of township high schools had also increased to 285 by the end of the academic year 1903-4.¹⁷

No further legislation of importance referring to township high schools occurred until 1892, when an act was passed known as the Boxwell Law.¹⁸ This act provided for the uniform examination of pupils of the public schools in the grammar school subjects, and enabled any successful candidate to enter any high school in the county or in any adjoining county, and further provided, that the tuitions of such pupils might be paid by the various boards of education of the townships to which the pupils belonged. It seems that the part of the above act which referred to the payment of tuition by the various townships was interpreted by many boards of education as being compulsory,¹⁹ and in the opinion of the attorney general, rendered six years later, it was compulsory.²⁰

The above decision did not however settle the matter and the legislature of 1902 enacted a new law to cover the case. This act definitely provides for the payment of the tuition of such pupils as have passed the examinations provided by the county

¹² Report of Commissioner of Education of Ohio, 1900, p. 11.

¹³ Report of Commissioner of Education of Ohio, 1870, p. 13.

¹⁴ Report of Commissioner of Education of Ohio, 1880, p. 101.

¹⁵ Report of Commissioner of Education of Ohio, 1890, p. 5.

¹⁶ Report of Commissioner of Education of Ohio, 1900, p. 77.

¹⁷ Report of Commissioner of Education of Ohio, 1906, p. 51.

¹⁸ H. B. No. 413, Acts of 1892, State of Ohio.

¹⁹ Report of Commission of Education, 1894, p. 7.

²⁰ Report of Commission of Education, 1899, p. 9.

board and as reside in such townships, special or subdistricts, as maintain no high schools of their own. In order that the various townships, districts, and subdistricts may meet this demand without using the funds provided for the elementary schools, it is provided that the Boards of Education may levy a special tax of an amount not to exceed two mills upon the dollar.²¹ Under this act 5,293 pupils had their tuition paid by local districts and townships in nonlocal high schools during the academic year 1905-6.²²

The legislature of 1898 passed an act providing for the free transportation of pupils at public expense. This matter is entirely optional with the local boards of education. It is, however, quite largely practiced in the state at the present time.

The high school law of 1902 defines high schools and provides for their division into three classes somewhat as follows: A first grade high school shall offer a course of four years of not less than thirty-two weeks each, in which at least sixteen courses shall be required for graduation. A second grade high school shall offer a course covering not less than three years of not less than thirty-two weeks each, in which at least twelve courses shall be required for graduation. A third grade high school shall offer a course covering at least two years of not less than twenty-eight weeks, in which at least eight courses shall be required for graduation.²³

During the four year period ending 1906 the number of high schools in the state increased regularly from 781 to 930, the number of first class schools increased less regularly from 179 to 291, the number of second class schools increased irregularly from 268 to 273 and the number of third class schools increased less irregularly from 334 to 366.²⁴ If the promotion of these schools from class to class was regular, the number of schools promoted to the third class was 149, the number promoted from third to second class was 117 and the number promoted from second to first class was 112. These figures show that the interest of the people of the rural districts of the state is still more taken

²¹ School Laws of Ohio, 1906, Chapter 9, Section 4029-3.

²² Report of Commissioner of Education, 1906, p. 54.

²³ School Laws of Ohio, 1906, Sections 4007-2 and 4007-4.

²⁴ Reports of Commissioner, Ohio, 1903, p. 61, 1904, p. 13, 1905, p. 19, 1906, p. 26.

up with the extension of secondary educational facilities than with their increased efficiency as measured by the introduction of the higher grades.

The maximum amount of local tax that may be levied in any township in Ohio for school purposes proper may not exceed ten mills upon the dollar. This amount may be exceeded only for the purpose of transporting pupils.²⁵

The number of pupils presenting themselves for examination in the grammar school subjects increased from 2,131 in 1892 to 21,051 in 1906. The number passing such examinations increased from 1,341 in 1892 to 6,651 in 1906.

Of the total amount expended in the state for public education less than eleven per cent. is derived from state sources and this is distributed to the counties, and by them to the various districts and townships upon the school census basis.

There is no high school supervision in Ohio at least none of any great adequacy.

KANSAS:²⁶ In 1886 the state of Kansas provided that each county having a population of 6,000 inhabitants or more might establish a county high school.²⁷ This law provides that the counties establishing such high schools may, for the purposes of building, paying teacher's salaries, and other current expenses, tax themselves to the extent of six mills upon the dollar. When the tax is levied for the payment of teachers' salaries and contingent expenses only, it must not exceed three mills upon the dollar.²⁸

The legislature of 1905 provided that there should be three courses of study in the above schools, each requiring four years of work for completion.²⁹ These courses were to be, a general course, a normal course, and a collegiate course. The general course is provided for those who do not expect to carry their education any further. The normal course is provided for those who expect to teach, the collegiate course is provided for those who are preparing for the university. The above teachers' course

²⁵ School Laws of Ohio, 1906, Section 4009-2.

²⁶ The latest State Report available was that of 1906. The latest School Laws available were those of 1907.

²⁷ School Laws of Kansas, 1886, Chapter 147, Section 1.

²⁸ School Laws of Kansas, 1886, Chapter 147, Section 6.

²⁹ School Laws of Kansas, 1905, Chapter 389, Section 1.

when completed entitles the graduate to a teacher's certificate of the second grade and entrance to the professional work at the state normal school.³⁰

In 1889 the legislature passed a law permitting districts located in counties that did not maintain a county high school to pay the tuition of all of their properly qualified pupils in attendance upon neighboring high schools.³¹ Counties with a population of less than 6,000 are permitted under the legislative act of 1903 to combine with the school district or districts of the county-seat in the establishment of a county high school as provided for under the above acts.³²

The legislature of 1905 provided for the compulsory levying of a tax for the creation of a general high school fund in such counties, not having a county high school, as have an established high school or established high schools in one or more districts or in cities with a population of less than 1,600 inhabitants. The above tax must be a levy of not less than one-fourth of a mill and not more than three mills upon the dollar.³³ This fund is distributed to the various school districts, supporting high schools, according to the average daily attendance of resident pupils of the county in the high schools of each during the preceding school year. It is further provided that tuition shall be free in all such high schools to all properly qualified pupils residing in the county.³⁴

There are in the state of Kansas a total of 105 counties. Up to June, 1906 but twenty-two of these had county high schools in operation.³⁵ The total enrollment in these schools for the year 1905-6 was 3,350,³⁶ and the number of graduates for the same year was 315. The first of these schools was established in 1889.³⁷ The average levy for the support of these schools, during the year 1905-6 was 1.6 mills.

³⁰ School Laws of Kansas, 1886, Chapter 147, Section 15.

³¹ School Laws of Kansas, 1889, Chapter 250, Section 1.

³² School Laws of Kansas, 1903, Chapter 433, Section 1.

³³ School Laws of Kansas, 1905, Chapter 397, Sections 1 and 9.

³⁴ School Laws of Kansas, 1905, Chapter 397, Sections 4 and 7.

³⁵ Report of State Superintendent, 1906, p. 27.

³⁶ Report of State Superintendent, 1906, p. 109.

³⁷ Report of State Superintendent, 1906, p. 191.

NEBRASKA:³⁸ The laws of Nebraska permit any district with a school census of more than 150 to create a high school, and to provide for its support by local taxation. No distinction is made between the primary and high schools of the district in so far as their support is concerned.³⁹

It is also provided that any district board may, upon being authorized by a two-thirds vote of those present at any annual or special meeting, contract for the free tuition of pupils either in the primary or high school departments of neighboring districts.⁴⁰ It is further provided that the board upon similar conditions may transport its pupils to said district at public expense.

The exact date at which the law providing for the establishment of high schools was placed upon the statute books could not be ascertained, but it antedated the year 1877⁴¹ which is sufficient to the purpose here.

In 1895 the legislature passed an act which provided for the creation of what is known as free high schools.⁴² These schools were to be free to all properly qualified pupils, provided such schools had the capacity to take care of them. Any district with a school census of more than 150 children could qualify as a free high school district, and establish and maintain a high school. These schools were permitted to collect from the various county boards which represented counties that had pupils in attendance upon them the sum of fifty cents per week for each pupil in attendance from said counties, and more than this amount if it could be shown that the actual cost of instruction in any such high school was greater than fifty cents.⁴³

The section referring to free tuition was modified in 1899 so that it provided seventy-five cents per week as the legal tuition, and it made no provision for the collection of any amount in excess of this. As previously provided these obligations were to be paid out of the general funds of the counties having pupils in attendance upon these schools. The amount of tax that might

³⁸ The latest School Laws available were those of 1907. The latest State Report available was that of 1906.

³⁹ School Law, Nebraska, 1905, pp. 43-4.

⁴⁰ School Law, Nebraska, 1905, p. 41.

⁴¹ School Law, Nebraska, 1877, Section 70.

⁴² School Law, Nebraska, 1895, pp. 41-2.

⁴³ School Law, Nebraska, 1895, pp. 41-2.

be levied in any county upon this account was limited to one mill upon the dollar.⁴⁴

In 1901 the act was again changed so that it provided that only the actual cost of the education of the pupil could be collected, and in case such cost exceeded seventy-five cents, as specified above, the excess could be collected from the parent or guardian of the pupil. At the same time there was added to the act a new section which provided for the formation, in any county, of an adjunct district to consist of all of the territory not included in the high school district or districts of the county. The said district was to form a territory for the levying of a special tax, of not to exceed two mills upon the dollar, for the purpose of creating a free tuition fund to meet the expenses contemplated above. The creation of such an adjunct district was, however, optional.⁴⁵

The same legislature provided for the creation of rural high schools. The act in effect merely provided for the establishment and maintenance of high schools in joint districts.⁴⁶

The final decision, that these laws were all unconstitutional, led the legislature of 1907 to create a new act which in effect modified the above act so that it provided that each school district which did not independently or jointly support a high school should by taxation make provision for the education of its pupils of secondary grade in neighboring high schools.⁴⁷ It also provided for the optional establishment of county high schools to be supported by a special county tax not to exceed five mills upon the dollar. Such districts or joint districts as already support high schools of their own are exempt from this tax.⁴⁷

Provision was also made in 1907 for extending state aid to manual training departments in high schools. The annual appropriation for the purpose was \$25,000 to be distributed in lots of \$700.00. The conditions upon which a high school may secure this grant are such, however, as will confine the workings of the act to the large high schools only.⁴⁸

⁴⁴ School Law, Nebraska, 1899, pp. 39-42.

⁴⁵ School Law, Nebraska, 1901, pp. 41-49.

⁴⁶ School Law, Nebraska, 1901, pp. 41-49.

⁴⁷ School Law, Nebraska, 1907, pp. 39-47.

⁴⁸ School Law, Nebraska, 1907, p. 74.

There were at the end of the academic year 1903-4, eighty-five city and village school districts in the state maintaining an established high school course of four years, one hundred and one maintaining a course of three years, one hundred and seventy-five maintaining a course of two years, and eighty-five maintaining a course of one year. In only 445 districts out of 6,667 do pupils have free tuition above the eight grade.

During the academic year 1903-4, the tuition for nonresident pupils in the state amounted to \$53,292.59. Most if not all of this vast sum was paid for the tuition of high school pupils.

Previous to 1907 about 10 per cent. of the amount expended for public education in Nebraska was provided by the state, but the state millage was removed in 1907 so the state aid will be considerably decreased in the future. The distribution of all state school funds has, in the past, been based upon the school census.

MICHIGAN:⁴⁹ The Michigan law provides for the establishment of high schools in any graded school district by submitting the matter to a vote of the district at its annual meeting. Any school district, or two or more joint districts, containing more than 100 children between the ages of five and twenty years may, by a two-thirds vote of the qualified electors present at any annual meeting, organize as a graded school district.⁵⁰

The above law in effect dates back to 1861 as the following quotation from the Report of the State Superintendent of Michigan for the year 1861 shows:

"Union or Graded Schools."

"During the year I visited a considerable number of these schools and examined carefully into their condition and operations. Their increasing number and importance, and the anxiety felt in the villages and more populous districts to adopt the graded plan, demanded that an effort be made to diffuse a more accurate knowledge of their true character and proper organization.

"The number of union or graded schools, reported by the township inspectors for 1861, was 103: an increase of nine dur-

⁴⁹ The latest State Report consulted was that of 1906. The latest School Laws consulted were those of 1908.

⁵⁰ School Laws of Michigan, 1903, Sections 1, 3, and 5.

ing the year. By an amendment of the law for graded and high schools, approved March 16th, 1861, any district having One-Hundred children between the ages of 5 and 20 years, is empowered to organize, on a vote of the annual school meeting, as a graded school district. The number of districts having this requisite number of children or over, as shown by the reports for the last year, is 235. If the graded school plan possesses the advantage claimed for it, then a true policy would require that the schools in these 235 districts should be organized and taught as graded schools. In all cases, at least, in which the number of pupils in attendance demands the employment of more than one teacher, the school should be graded." The above authority goes on to state that the establishment of a graded school in any section does not necessarily imply the establishment of a high school. This statement would imply that many if not most of the graded schools of the period did some secondary work.

The legislature of 1901 passed an act permitting the establishment of township high schools, the same to be supported by local taxation.⁵¹ Evidently there have been no schools organized under this act, since the State Superintendent reports none for 1905-6.

That the provision for secondary education in the state is not adequate, is evidenced by the fact that of the 13,221 secondary pupils enrolled in the village graded schools of the state for the academic year 1904-5, 4,139 are registered from outside districts and pay tuition.⁵² In other words more than 23.8 per cent. of the secondary pupils in attendance upon these schools were from outside districts.

A tuition law was passed in 1908, which provides that when nonresident pupils attend neighboring high schools they shall pay such tuition as may be fixed upon by the officers of such schools. In case their parents or guardians are tax payers in the high school districts wherein the high schools which they are attending are located, they shall only be required to pay the excess of the tuition fees over the amount of said tax.⁵³ Legal provision is also made for any district to levy a tax for the

⁵¹ Legislative Act 144, 1901.

⁵² Report of State Superintendent of Michigan, 1905, pp. 232-42.

⁵³ School Law, 1908, Section 126.

purpose of creating a fund to defray the expenses of transportation and tuition arising from the attendance of all of its qualified pupils in neighboring high schools.⁵⁴

The establishment of normal training schools has been legalized in such communities, having no state normal schools located within their boundaries, as desire to establish them. The state pays to these schools a bonus of \$500 for each teacher employed, provided that any given school may not receive from the state more than \$1,000 in any one year.⁵⁵ Such schools may be established in connection with other public schools but must conduct separate classes and employ separate teachers. The State Superintendent reported twenty such schools as being in operation in the state in 1905.

In 1907⁵⁶ the legislature legalized the establishment and maintenance of county agricultural, domestic economy, and manual training schools, at the option of any county or combination of counties. These schools are to be supported by local tax and are free to all qualified pupils of the county or counties supporting them.

IDAHO: Idaho provides that a pupil may attend any high school located in the county in which he resides free of tuition. Such high school is entitled to receive from the district from which the pupil comes a sum of money bearing the same relation to the amount of money received by the district during the year as said pupil bears to the total school census of the district to which he belongs.⁵⁷ This provision is extremely faulty in that it compels any district supporting a high school to throw its doors open to any pupil in the county who may desire to attend it and yet it provides for but a small fraction of the expense of his instruction. In a more thickly populated state such a provision would swamp most of the high schools.

OREGON: Previous to the year 1903 Oregon had done little or nothing in the way of making special provision for high schools in the state. Up to this time the only high school work attempted was the addition of a few high school subjects to the

⁵⁴ Legislative Act 190, 1903.

⁵⁵ School Laws, 1908, Section 322.

⁵⁶ Legislative Act 35, 1907.

⁵⁷ School Laws of Idaho, 1907, Chapter 39 (Political Code), Section 45.

curriculum of the common school in a few of the larger and wealthier districts.⁵⁸

The law passed in 1903 provides for the establishment of district and county high schools. A county high school may be established by a majority vote, of all qualified electors, cast at a general or special election. Any number of such high schools may be established in any one county. Provision is also made for the payment of the tuition of all pupils of high school grade in the county, in any district high school already established in said county.⁵⁹ These schools are to be located and established by the county courts and then turned over to the county boards especially provided for by the act. The schools are to be supported entirely by county tax.⁶⁰

District high schools are by the same act made an integral part of the public school system, and are to be administered by the district school boards and maintained out of the district school funds which include the state funds.

In 1907 the legislature provided for the establishment of union high schools in two or more adjacent districts. At the same time it was provided that all district and union high schools should be open to the pupils of such districts as did not maintain high schools. The high school at which any such pupil attends is entitled to collect from the district wherein the pupil resides an amount not in excess of the amount apportioned to said district from the common and irreducible school funds, during the preceding year, on account of such pupil.⁶¹

Only five county high schools existed in the state in 1906-7.

UTAH: The school laws of Utah provide that high school subjects may be taught in the common schools. The tuition of pupils may be paid by the districts in which they reside. It is provided that two or more districts may unite for the purpose of establishing a high school and supporting the same. None were in existence in 1904.

⁵⁸ Report of State Superintendent, Oregon, 1902, p. 228.

⁵⁹ School Laws of Oregon, 1903, Title II., Article 1.

⁶⁰ School Laws of Oregon, 1907, Title II., Article 2.

⁶¹ School Law of Oregon, 1907, Title II., Article 2.

CHAPTER X

STATES THAT MAKE NO LEGAL PROVISION FOR THE TUITION OF NONRESIDENT HIGH SCHOOL PUPILS

ILLINOIS, IOWA, NEW JERSEY, COLORADO, SOUTH DAKOTA, WYOMING, ARIZONA, MISSOURI, MONTANA, NEVADA, AND NEW MEXICO

ILLINOIS:¹ In Illinois the study of rural high schools resolves itself largely into the study of township high schools. The first of these to be opened in the state was located in Princeton Township. This school was organized by the people of the township during the year 1866 and was opened in September, 1867 with a membership of 138 pupils.

During the struggle attendant upon the organization of the school some doubt arose as to the legality of such an organization by the township. To settle all such doubts the legislature of 1867 legalized all of the previous acts of the township and passed a bill incorporating the Princeton Township High School District.

Edward Bangs, assistant to the State Superintendent, says, in the State Superintendent's Report for 1903-4:² "The enterprise from the start met with singular favor at the hands of the people of the district, and the school soon became very popular with the people residing outside of the district. This is shown by the fact that in the first nine years of its existence it received, from pupils residing outside of the township, tuition amounting to over \$8,000.00, an average of nearly \$1,000.00 per year. Being the only school of its kind in the state, it naturally attracted marked attention and its success was no doubt in part responsible for the enactment of the general township high school law in 1872, * * *."

Section 35 of the school laws of Illinois, enacted 1872 says in part:

"Upon petition of 500 voters of any school township, filed with the township treasurer at least 15 days preceding a regular

¹ The latest School Laws available were those of 1907. The latest State Reports available were those of 1906.

² Report of State Superintendent, Illinois, 1903-4, p. 153.

election of trustees, it shall be the duty of said treasurer to notify the voters of said township that an election 'For' and 'Against' a high school will be held at the next ensuing election of trustees, and the ballots to such effect shall be received and canvassed at such election; and if a majority of the votes at such election shall be found to be in favor of a high school, it shall be the duty of the trustees of the school district to establish, at some central point most convenient to the majority of the pupils of the township, a high school, for the education of the more advanced pupils. For the purpose of building a school house, supporting the school and other necessary expenses, the township shall be regarded as a school district and the trustees shall have the power, and discharge the duties of directors for such district in all respects; *provided*, that in like manner the voters and trustees of two or more adjoining townships, or parts of townships may co-operate in the establishment and maintenance of a high school, on such terms as they may by written agreement made by the boards of trustees, enter into."

According to the decisions of the courts at various times the high schools of the state, district and township, are legitimately a part of the common school system of the state. These decisions entitle them to the same state support as the elementary schools.³

The privilege of using the state funds for the support of high schools in common with elementary schools has been some advantage to such schools. The method of distribution, however, places no premium upon the organization of these schools. The permanent fund of the state consists of a state fund, a county fund and a township fund. The county fund is not, however, a general county fund, but a fund held in trust for the various towns and districts. The following table taken from the Illinois School Report for 1871-2⁴ will serve to show the proportion of the funds raised by other than strictly local sources:

Amount of the two mill State School Tax apportioned to counties by Auditor.....	\$900,000 00
Amount of interest upon the School, College and Seminary Funds, apportioned to counties by Auditor.....	54,564 93
Amount raised by ad valorem tax, in the districts, for general school purposes.....	5,292,942 65

³ Report of the State Superintendent, 1902-3, p. 35.

⁴ Report of the State Superintendent, 1872, p. 19.

Amount of interest received upon the Township Funds.	\$528,811 47
Amount received upon district bonds, issued for building.	294,332 90
Amount received as interest on District Funds loaned.	82,352 37
Amount received, borrowed money.	220,698 80
Amount received from sales of school property.	11,207 86
Amount received for Fines and Forfeitures.	12,946 06
Amount received from other sources.	102,273 72

The following table is taken from the Report of 1903-4:

Balance on hand July 1, 1903.	\$431,613 53
Received from income of township funds.	832,304 27
Received from state appropriation.	927,860 83
Received from district taxes.	18,349,638 42
Received from sale of bonds.	862,152 83
Received from other sources.	8,150,228 58

A glance at the above tables will show that the state aid to public education in Illinois does not amount to enough to affect to any large degree the secondary schools. The state legislature has since 1873 followed the policy of making an annual appropriation of \$1,000,000 to the cause of education, in lieu of the amount of the two mill tax.

At the time of the passage of the law of 1872 there were already 88 high schools in the state. All of these were district high schools but one. It is highly probable that not one of these district schools served the purpose of a rural high school since they were located in towns and cities.⁵

In 1905 an act was passed which provided for a competitive examination to be held in each township of the state whereby the individual of secondary grade securing the highest standing in an examination upon the common school branches was to be awarded a free scholarship in any one of the state normal schools of the state.⁶ There were 838 such scholarships awarded in the state in 1906.

The general assembly of 1907 passed an act which provided that any district board of education not located in a high school

⁵ Report of State Superintendent, 1871-2, p. 2.

⁶ Act 44, General Assembly, 1905.

district, might if it should see fit, pay the tuition of any qualified resident secondary pupil in a neighboring high school, provided that the parent or guardian of such pupil was considered to be unable to pay such tuition.⁷

It is perhaps needless to say that such an act will have little direct influence upon the situation and will be of short life, since it rests fundamentally upon a principle of social inequality. Its modification, based upon historic precedent will probably result in an act providing for at least local free tuition in general.

Up to 1892 but 10 township high schools had been organized in the state, but by 1906 the number had increased to 37. Other rural high schools have been organized in recent years under the joint district plan.⁸

The number of high schools in the state has increased from 88 in 1872 to 438 in 1906. The attendance in these schools has increased from 11,004 in 1882 to 52,394 in 1906.

IOWA:⁹ Iowa has for many years permitted the establishment of graded schools which have served in many instances to take the place of high schools or partially to do so. The same act which legalized the above, provided for the uniting of districts for the purpose of establishing and maintaining higher or graded schools.^{9a}

In 1906 the Superintendent of Public Instruction reported 686 graded schools that gave one or more years of instruction in secondary subjects. The total number of secondary pupils enrolled in these schools was 42,537. Of this number 7,343 were tuition pupils. The proportion of tuition pupils seems exceptionally large, since the above figures show that 17.2 per cent. of all pupils in high schools were registered from outside districts and paid tuition.¹⁰ The figures undoubtedly show a need for the extension of high school opportunities. In view of the fact that this tuition is paid by parents and guardians, a low estimate based upon a study to follow would place the number of pupils that are not in high schools but that would be there under favorable conditions as at least 10,000.

⁷ Act, General Assembly, 1905.

⁸ Report of State Supt., 1903-4, p. 154.

⁹ The latest State Report available was that of 1906. The latest School Laws available were those of 1907.

^{9a} Iowa Code, Section 2776.

¹⁰ Compiled from Report of State Superintendent, 1906.

There are at present fourteen counties in the state in which there are located township high schools.¹¹ These schools are evidently organized under the "Union of District Law," since there appears to be no special legislation particularly directed to such an end.

The law has also for many years permitted the establishment of county high schools, but up to the present time there has been but one established. This school is located in Guthrie county and has been in operation for thirty years.¹²

In his report for 1901-3, Superintendent Barrett says: "In Iowa consolidation has been tried in twenty-eight counties; transportation in thirty-five, and both in nineteen. Sixty-three districts have adopted consolidation, and eighty or more have transported pupils at the expense of the district. In nine counties districts have consolidated without providing transportation at the expense of the district, while pupils have been transported in sixteen counties where there was no consolidation."

The state aid to public schools in Iowa amounts to little or nothing, there being no income to create a state fund except that accruing from the permanent school fund which in the aggregate amounts to about \$215,000.

NEW JERSEY:¹³ The school laws of New Jersey do not definitely provide for high schools as such but they are incorporated into the general system of public schools. The early development of the system is well put by the State Superintendent in his report 1903, (pp. XLV-XLVI):

"Prior to 1867 no attempt had been made by the state to establish a general school system. State and town superintendents were provided, but the powers of these officers were limited, and the schools were practically under the control of the local authorities. This was entirely proper, for the reason that the schools were supported, except to the extent of \$4,000 appropriated from the income of the state school fund, by local tax and by tuition fees. The appropriation from the income of said fund has been largely increased and since 1900 has been \$200,000 per annum."

¹¹ Superintendent's Report, Iowa Statistics, p. 226, year 1901-3.

¹² Superintendent's Report, Iowa Statistics, p. 193, year 1901-3.

¹³ The latest State Report available was that of 1907. The latest School Laws available were those of 1905.

"The act of 1867 did not provide for a state school tax, but authorized townships and districts to raise local taxes for the support of schools. The powers granted to local boards in rural districts by this act have remained practically unchanged."

"In 1871 an act was passed providing for a state school tax and the schools were then made free to all children in the state. In 1894 the township school law abolishing the small school districts and making the municipality the unit was enacted."

It may be readily seen from the above that the opportunity for the organization and support of secondary education dates back to 1871.

The legislative acts of 1888 provided that the county superintendent should distribute the state school funds to the different districts upon the census basis, but provided further that no district should receive less than \$275.00, and that districts with forty-five children or more should not receive less than \$375.00.

Previous to 1901 the state school tax levy was such an amount as would produce \$5.00 per child of school age in the state. The legislature at this time changed this law so that a levy of two and two-thirds mills upon the dollar was provided for the purpose. In 1903 the rate was increased to two and three-fourths mills upon each dollar of the state ratables. It has been the custom of the legislature to reduce this rate by annually appropriating from the state treasury a certain sum of money. In recent years these appropriations have exceeded \$1,000,000 per annum.¹⁴

The revenues resulting from this tax in 1905 were \$2,902,292.31, the following year they were \$3,172,628.14, and in 1907 they amounted to \$4,318,077.70. The great increase shown in the latter item is due to the great increase in state ratables brought about by the assessment of the trans-state railroad lines.¹⁵

The items making up the available state school funds for the academic year 1906-7 were \$200,000.00 appropriated from the state treasury on account of the permanent school fund, \$379,423.46 appropriated from the state treasury upon motion of the legislature, \$1,110,419.85 appropriated by the above au-

¹⁴ School Laws of New Jersey, 1901 to 1905.

¹⁵ New Jersey School Report, 1907, p. XXVI.

thority to reduce the state school mill tax, and \$2,062,208.29 collected as state school tax.¹⁶ The above items make a grand total for the year of \$3,752,051.60.

Of this amount but the first item, \$200,000.00 was apportioned to the various counties according to school attendance. The remainder, \$3,552,051.60 was distributed to these counties according to their several ratings. This in effect merely reduces the state tax and special appropriations to a compulsory county tax for the support of schools.

The apportionment of state school moneys within the counties is, at the present time very different. First, there is set aside \$600.00 for each superintendent and supervising principal; second, there is set aside \$200.00 for each teacher employed, during the time school is kept open, and \$80.00 for each teacher employed during a portion of the year, (not less than four months); third, the amount remaining is apportioned among the several districts in the proportion which the number of days' attendance in each bears to the total days' attendance in the county.

For the three years preceding 1907-8 the state raised by taxation, or upon account of the two and three-fourths millage, an amount equal to 25.5 per cent. of the total amount raised in the state for school purposes by taxation.

On page 234 of his work entitled "School Funds and Their Apportionment," Dr. Cubberley produces a hypothetical working out of the New Jersey system of distribution of its state school fund. In the presentation it is assumed that the state funds are distributed to the counties upon the same basis that the county distributes them to the various districts. The illustration would, therefore, be true for a county in which the number of teachers employed, the number of days attendance, and the amount of state funds received, each, bears the same relation to the like items for the whole state. Dr. Cubberley's presentation follows:

"The way this works out may be shown by an example. For 1902-3 42% of the total state fund of \$2,819,541.48 was apportioned on the total days' attendance basis, and the total days' attendance in all schools was 41,540,740. This makes the attendance apportionment worth a little less than three cents per pupil per day. Let us call it three cents. To illustrate we will assume

¹⁶ New Jersey School Report, 1907, p. XXII.

three high schools, the first, A, a village school, offering but two years of instruction; the second, B, a town high school, offering four years of instruction in a few subjects; and the third, C, a city high school offering four years instruction in a number of courses. The result then would be:

' School	Teachers	Enrollment	Average daily attendance	Aggregate days' attendance
A	1½	24	18	3,200
B	3	59	45	9,000
C	16½	447	325	65,000

School	Teachers	Value of apportionment on Attendance	Total amount received
A	\$280	\$96	\$376
B	600	270	870
C	3,280	1,950	5,230"

The law of New Jersey is then in operation merely a law compelling the various counties to aid in the support of both the higher and lower schools of their own territory by a direct county tax. The provision for the distribution of these funds by the various counties is splendid, and if the same method of distribution were practiced by the state in the apportionment of the funds to the counties the system would be almost perfect, in so far as it relates to elementary schools. Such a system would not, however, be sufficient in so far as it relates to secondary schools, and it would still be less sufficient as a method of support for special and higher schools or universities.

There has been a fair development in the enrollment in high schools in this state in the last ten years, but the actual relation of enrollment in such schools to school census is still relatively very low as shown by the statistics to be found elsewhere in this study.

COLORADO:¹⁷ The Colorado law provides that high schools may be established by districts, or a union of districts, or by counties, and that they may be supported as other public schools of the state, either by forming a separate high school district or where possible, by remaining a part of the regular school district.¹⁸

The schools of Colorado are supported upon state, county, and district funds, each raised by separate authority. The state

¹⁷ The latest School Report available was that of 1906. The latest School Laws available were those of 1907.

¹⁸ School Laws of Colorado, 1897.

and county funds are apportioned to the various districts upon the census basis.

In 1906 the State Superintendent reported 10 county high schools,, 8 union high schools, and 73 district high schools, making a total of 91 fully accredited high schools, in forty-five counties.¹⁹ There are 59 counties in the state, many of these are, however, sparsely settled. The report makes no record of the many district schools that do one, two, or three years of high school work. The practice of doing certain high school work in the district schools of the state is very common. In some instances this work is, of course, very poorly done while in others it is very well done, as is evidenced by the fact that some of the accredited high schools of the state take the pupils from these schools and rate their work as recommended by their administrative authorities. Most of the ninety-one accredited high schools of Colorado grew out of this expansion of the common schools.

During the decade ending with 1906 the number of high school pupils in the state has nearly doubled, increasing from 4,635 to 8,941.

SOUTH DAKOTA:²⁰ South Dakota provides for the establishment of township and joint township high schools. The act making this provision was passed by the legislature of 1903. These schools are to be supported entirely by local tax, the maximum of which must not exceed ten mills upon the dollar for any one year.²¹

No schools had been organized under this act by the end of the academic year 1903-4. There are state supported preparatory schools in connection with the State University, the State School of Mines, and the Agricultural College.²²

The general school laws are sufficiently loose in their wording to permit of the carrying on of high school work in the elementary schools of any district. There were, for the year 1903-4, 885 pupils in the state doing high school work in the rural schools.²³

¹⁹ Report of State Superintendent, 1905-6.

²⁰ The latest State Report available was that of 1906. The latest School Laws available were those of 1907.

²¹ Legislative Acts of South Dakota, 1903, H. B. No. 167.

²² Report of State Superintendent of South Dakota, 1902-4, p. 19.

²³ Report of State Superintendent of South Dakota, 1902-4, p. 229.

No legislation relating to high schools, had been passed up to and including 1907.

WYOMING: "The high schools were authorized by law in 1887, when we were yet a territory, and they are receiving universal support wherever situated. The people have confidence in them, for we have now a high school in every county, many of the counties sustaining two or more. The exceptional growth of these schools augurs well for the success and prosperity of the state. The great increase in the number of these schools gives opportunity for nearly all of our children to secure a good secondary education and still remain under the influence of the home. They are supplied with the best of teachers, the latest appliances, and are well equipped to turn out a product ready to receive the smooth and finished touches of the State University.²⁴

Special high school districts may be created by almost any combination of districts. These schools are called free high schools, but they are free only to the pupils in the special districts maintaining them.²⁵ The county high schools receive no state aid. They are free to all pupils residing in the counties in which they are located.

ARIZONA: Arizona permits the establishment of a high school in any district or union of districts, having a population of at least one thousand. The law provides that the supervising principal of each high school shall exercise supervision over the work of the eighth grade in all schools situated in the high school district.²⁶

A very few high schools have been organized under the act, so far. The State Superintendent reported but four such schools in 1906. The general school laws do not define the public schools, so that it is possible for a district to do such high school work as it deems best.

MISSOURI: The Missouri law permits the establishment, and provides for the local support, of consolidated district high schools. The law provides that an amount not to exceed 20 per cent. of the teachers' fund of the several districts may be set

²⁴ Report of State Superintendent of Wyoming, 1902, p. 50.

²⁵ Session Laws of 1907, Chapter 78, Section 2.

²⁶ School Laws of Arizona, 1907, Chapter X., p. 34.

aside by such districts for the payment of high school teachers' salaries.²⁷ The above law was passed by the legislature of 1895, and up to 1907 but one such high school had been organized in the state. It is possible under section 9742, Session Acts 1901, to consolidate any number of districts into a union of districts for elementary as well as for high school purposes. It is also legal for districts to transport their pupils at public expense.²⁸

In 1903 the legislature provided for the classification and inspection of high schools. This act provided no funds for increasing the force of the superintendent, but later the legislature provided an increased appropriation for the office of the superintendent. This resulted in the placing of high school inspectors in the field.²⁹

In 1907 the legislature modified some of the sections of the laws which related to high schools so that these acts as they now stand provide for the consolidation of school districts for both elementary and secondary purposes;³⁰ and for the classification of high schools into, one, schools that give at least four years' work and employ at least three teachers, two, schools that give at least three years' work and employ at least three teachers, and three, schools that give at least two years' work.³¹

The State Superintendent reported, for 1906-7, a total of 333 high schools in the state. Eighty-two of these schools belong to the first class, employ three teachers and have four year courses; forty-four belong to the second class, and one hundred and forty-nine belong to the third class. In addition to these there were about 120 schools in the state that offered some high school work, but usually less than two years.

MONTANA: Montana provides for the local establishment and support of county high schools. These schools are free to all residents of the county having the proper qualifications.³² Students from outside counties may be admitted but have to pay their own tuition. There were 15 accredited county high schools in the state in June, 1907. There were but 12 accredited city

²⁷ School Laws of Missouri, 1903, Section 9773.

²⁸ School Laws of Missouri, 1907, pp. 6 and 25.

²⁹ Report of Public Schools, Missouri, 1907, p. 12.

³⁰ School Laws of Missouri, 1907, p. 46.

³¹ School Laws of Missouri, 1907, p. 88.

³² Legislative Enactments of 1899, H. B. No. 69.

high schools reported for the same year. The Superintendent, however, reported 25 city and district high schools for the year 1905-6. A large number of the latter were probably one, two, and three year schools.³³

NEVADA: In 1895 the legislature of Nevada passed an act permitting the establishment and support of high schools by such counties as so desired.³⁴ Only one such high school at present exists in the state and that was organized in Elko county in 1906.³⁴

NEW MEXICO: The law provides for the establishment of high schools in cities and towns. Such schools are to be maintained as other public schools are maintained. They are to be administered by the public school boards of such towns and cities.³⁵

In 1905 there were only 8 high schools in the state.³⁶ They had an enrollment of 491 pupils.

The state supports at least two normal schools which serve more or less the function of secondary schools.

³³ Report of Superintendent, 1905-6, and Course of Study for H. Ss., 1907-8.

³⁴ Report of State Superintendent of Nevada, 1903-4.

³⁵ School Laws, 1908.

³⁶ Superintendent's Report, 1905, p. 7.

CHAPTER XI

THE PRESENT LEGAL STATUS OF HIGH SCHOOLS IN THE SOUTH

The Southern states are treated in a separate chapter for the reason that their educational situation presents a different stage of development from that of the other states of the Union.

This condition is the result of many different factors, but two of these, the race problem and the industrial and financial poverty growing out of the civil war are most prominent. As a result of these and other minor causes the most of these states have in the past had more than they could well manage in the attempt to establish and maintain the elementary schools.

With few exceptions no state reports from this district have been available; as a result of this the present chapter will be largely confined to briefly presenting the present legal status of the high schools of this region.¹

MARYLAND: The state of Maryland provides for the local establishment and support of county high schools. The state also provides for the payment of a direct subsidy to manual training departments run in connection with such schools, or separately.

The law establishing the county high schools has been upon the statutes since 1872, and is in effect as follows: The county school commissioners may accept a high school building provided by any election district or contiguous election districts, and thereafter provide for the maintenance of a high school in said district or districts and the salaries of teachers out of the general school fund.²

The act establishing manual training schools was passed in 1898. This act in effect provides that when a suitable building

¹ The following is a list of the states investigated. The dates of publication of the latest laws available follow in each instance the names of the various states. Maryland, 1908; Virginia, 1906; North Carolina, 1907; South Carolina, 1907; Alabama, 1908; Tennessee, 1907; Texas, 1907; West Virginia, 1905; Kentucky, 1907; Georgia, 1906; Louisiana, 1907; Mississippi, 1906; Arkansas, —; Oklahoma, 1905.

² Legislative Acts of Maryland, 1872, Chapter 377.

or suitable room or rooms connected with one of the large graded or high schools of the county, shall be provided by the county, the county school commissioners may accept the same and provide for the maintenance of a manual training course out of the general school fund and the state aid provided.³

The act further provides that the board of school commissioners may receive from the state treasury the amount of \$1,500 to be distributed equitably among the manual training schools and departments of manual training established in the county, as provided for in the act. It also further provided that no entire appropriation for the benefit of any manual training school shall be paid after the first annual appropriation, unless said school shall have had an average daily attendance of thirty scholars for the preceding year.⁴

The same act separately provides, under similar conditions, for the establishment and support, by state aid, of colored industrial schools.⁵ Thus it is possible for any county in the state to receive for the aid of industrial education the sum of \$3,000 annually from the state treasury.

In 1908 the legislature passed an act providing for state aid to certain high schools. The requirements are that such schools as receive state aid must be upon the approved list, and must offer in addition to the academic course a commercial course. It is provided that such appropriation shall not be made to more than one approved high school in a county whose total school enrollment for the year ending July 31, 1907 was less than 4,000 pupils; nor to more than two such schools in a county whose enrollment for said year was less than 7,500 pupils; nor to more than three such schools in a county where the enrollment for said year exceeded 7,500 pupils. Provision was also made for four such schools in the city of Baltimore.⁶

The amount of the state subsidy is \$1,000 per annum to each of such high schools, and the same is to be applied exclusively, to defray the expenses of said commercial course.⁶

A number of free scholarships are given by the different acade-

³ Legislative Acts of Maryland, 1904, Chapter 584, Section 112.

⁴ Legislative Acts of Maryland, 1904, Chapter 584, Section 117.

⁵ Legislative Acts of Maryland, 1904, Chapter 584, Sections 114-118.

⁶ General Educational Act, 1908, Maryland.

mies and seminaries of the state. There were more than 80 such given during the year 1904-5.

All of the counties of Maryland except three, have accredited high schools located within their borders. There is a total of 34 accredited high schools in the state, with an aggregate enrollment, 1906-7, of 2,555 pupils.⁷

There were 5,277 in high school grades during the academic year 1905-6.⁸ Many of these high schools begin the work with the seventh year, and the seventh, eighth, ninth, and tenth are the high school grades usually found in city schools.

In 1906-7 eight counties received the entire appropriation of \$3,000 each upon account of Industrial and Manual training schools and departments. During the same year each of the thirteen counties received the entire appropriation of \$1,500 for the maintenance of manual training departments and schools.⁹ There was at this time but one county in the state that did not receive aid upon this account.

VIRGINIA: For many years county and district boards of education have been legally permitted to establish and maintain high schools or provide for instruction in high school subjects. These boards were also permitted to charge all pupils a tuition fee of not to exceed \$2.50 per month.¹⁰

In 1906 the general assembly passed an act providing for the establishment and maintenance of high schools in districts and joint districts, and further providing for state aid to such schools.

The act provides for the inspection of any such school by a competent high school inspector under the direction of the state board of education. When a school has met the requirements of said board, and when the district or joint district establishing the same shall have appropriated annually, from the local school funds, or from privately subscribed funds a minimum of \$250.00 for the support of such school, the state will appropriate an equal amount, provided, however, that the state will not appropriate more than \$400.00 annually to any one school. No state funds will be appropriated under this act unless the said district establishing such high school makes provision for maintaining the

⁷ Report of State Superintendent of Maryland, 1907, p. 86.

⁸ Report of State Superintendent of Maryland, 1906, p. 75.

⁹ Report of State Superintendent of Maryland, 1906, p. 126.

¹⁰ School Laws of Virginia, 1907, Section 79.

primary and grammar schools of the district for a term of at least five months in each year. The state appropriation made for meeting the requirements of the act was \$50,000.00 annually.¹¹ This amount was increased in 1908 to \$100,000.00.¹²

The assembly of 1908 passed an act providing for the establishment of normal training departments in certain high schools of the state. Under this act the state board of education is empowered to select the high schools which are to give this instruction. It is provided, however, that no more than one high school may be selected in any one county and the law by implication requires that such a selection shall be made as will best conserve the interests of the rural schools. The maximum amount that may be received by any one such high school upon this account is limited to \$1,500.00, which must all be applied to the payment of teachers in such normal department.¹³

Section 130 of the School Laws of 1908 provides an amount of not to exceed \$20,000.00 to be applied to the establishment of departments of agriculture, domestic economy, and manual training in at least one high school in each congressional district of the state.

During the first year of the operation of the high school law of 1906, the number of these schools increased from 74 to 218. The consolidation of rural districts and the transportation of pupils at public expense undoubtedly did much to increase the number of such high schools.¹⁴

NORTH CAROLINA: A general provision in this state makes it legal to teach high school subjects in any district school that employs more than one teacher; the expense of such instruction is to be provided for out of the regular public school funds. It is also provided that towns may appropriate money for the establishment and support of one or more high schools within their own confines, or they may levy a special tax for the support of such schools.¹⁵

In 1905 there were 851 white public rural schools employing more than one teacher each. Eight hundred and thirty-two of

¹¹ School Laws of Virginia, 1907, Section 82.

¹² School Laws of Virginia, 1908, Section 130.

¹³ School Laws of Virginia, 1908, Section 820.

¹⁴ Virginia School Report, pp. 19 and 554.

¹⁵ School Laws of North Carolina, 1907, Section 4113.

these offered some instruction in secondary branches of study. Such work in most of these schools was, upon the whole, not very satisfactory.¹⁶

The general assembly of 1907 created a new high school law to encourage and aid in the establishment and maintenance of high schools in rural communities. The act is quite similar to that passed in Virginia the previous year. It in effect provides that when a local community raises, either by gift, by subscription, or by local taxation a minimum of \$250.00 per annum for the support of a high school the state will contribute an equal amount not to exceed \$500.00 to any one school and not to include more than four such schools in any one county. It further provides that in order to receive this aid any such school must give instruction for at least five months in the year, must employ at least three teachers, two at least of whom must be employed in the elementary grades, and must pay at least \$40.00 per month to each and every one of its high school teachers.

High schools established in towns of more than 1,200 inhabitants are not entitled to receive aid under the above act. Such schools are, however, entitled under said act, to contract with county boards of education for the tuition of nonresident pupils residing in the county or in towns in the county not supporting high schools; provided, however, that such tuition shall not exceed \$2.00 per month per pupil. The state in its turn agrees to reimburse such counties in an amount equal to one-half of the amount so expended; provided that the state will not reimburse any one such county in an amount in excess of \$500.00 per annum.¹⁷

SOUTH CAROLINA: In 1907 the legislature of South Carolina passed an act providing for state aid to rural high schools. The act provides for the establishment of high schools by counties, townships, unions of townships, unions of districts, and towns or cities with no more than one thousand inhabitants.¹⁸ It also provided that any unit of organization of any of the above types,

¹⁶ Report of Superintendent of Public Instruction, 1905-6, p. 48.

¹⁷ Public High School Law of North Carolina, 1907, Sections 1-9.

¹⁸ The limit of 1,000 inhabitants has been ignored by the state high school board, holding that the legislature could not have meant to disqualify small towns with a population exceeding this number, (Report of State Superintendent of Education, 1907, p. 74).

having already an organized high school may participate in the state aid described below, if it reorganizes under the provisions of the act. Any high school district organized under this act may, in order to raise the necessary funds, tax itself in an amount not to exceed two mills upon the dollar.

Provision is made for the inspection and classification of high schools by the high school board or their authorized agents. The expenses of such inspection are provided for out of the general appropriation made for carrying out the purposes of this act.

The schools are to be classified as two, three, and four year high schools. All of these schools are to require an equivalent of seven years previous training in the elementary schools as a prerequisite to entrance upon them. They also are required to offer a course in manual training.

Section 7 of the act provides, "That the State Board of Education as now constituted, shall constitute the State High School Board. The State High School Board shall provide rules for the apportionment and disbursement of the state aid to the High Schools, giving due recognition to the number of years of High School Work, to the enrollment of pupils, the number of courses of study offered, the amount of industrial training given, and to such other matters of local merit as may appear to the board, after a careful examination of each High School: *Provided*, That no school shall receive more than fifty per cent. of the amount raised annually by taxation, subscription or otherwise: *Provided, further*, That no school shall receive aid unless it has at least twenty-five pupils and two teachers in the High School department: *Provided, also*, That no school shall receive more than twelve hundred dollars annually from the appropriation provided in this act: *Provided, further*, That no county shall receive more than five per cent. of the annual appropriation provided for under this act." Five per cent. of the annual appropriation of \$50,000.00 amounts to \$2,500.00, the maximum amount that may be received under this act by any one county.

It is provided that tuition shall be free to all qualified pupils in any county wherein any such school may be located.¹⁹

By July 1, 1907, fifty-eight high schools had qualified under the act, while numerous others failed to qualify in certain respects.

¹⁹ Legislative Acts of South Carolina, 1907, An Act to Provide High Schools for the State.

Mr. W. H. Hand, High School Inspector for the year, in his report says in part:²⁰

"The fifty-eight high schools established under the high school act are distributed among twenty-eight counties, leaving thirteen counties that have not availed themselves of any portion of the state aid.

"These high schools represent in the aggregate one hundred and nineteen school districts and six townships voting the high schools. Of the fifty-eight high schools, twelve of them levy a special tax for the support of the high school. Twenty-eight of these high schools are located in rural communities or in towns of fewer than 500 inhabitants; fifteen of them are in towns of more than 500 and fewer than 1,000 inhabitants; eleven of them are in towns of more than 1,000 and fewer than 2,000 inhabitants; while only four are in towns of more than 2,000 inhabitants.

"The appropriations made by the State Board under the high school act amounted to a little more than \$28,000.00, ranging from \$222.00 to \$800.00 to each of the fifty-eight schools. Every school receiving the state aid had in some way increased its efficiency—by additional teaching force, or by additions to the course of study. Almost without exception the high school attendance has been increased, because the tuition is free to any high school student in the county. In several instances the high school attendance has increased fifty per cent., and in a few it has doubled. This does not take into account recently established schools where none previously existed.

"In the smallest of these high schools, those with the minimum of 25 high school pupils, there are at least eight months of teaching being done, and that teaching must come up to a reasonable standard of excellence or the appropriation will be withdrawn."

ALABAMA: The School Laws of Alabama provide for the establishment and maintenance of one county high school in any such county,—not having in its confines an agricultural school, a normal school for white people, the Polytechnic Institute, the University of Alabama, the Industrial School for White Girls, or a high school free to all the children of the county,—as builds and

²⁰ Report of the State Superintendent of South Carolina, 1907, pp. 74-5

equips a high school upon a plot of land of not less than five acres, the whole to cost not less than \$5,000.00, and as deeds said building, its equipment and the five acres of ground upon which it stands to the State of Alabama.

The state upon its part agrees to pay to any such school for the purpose of the payment of teachers' salaries in said high school the sum of \$2,000.00 annually, the same to be paid out of any funds in the treasury not already otherwise appropriated.²¹

TENNESSEE: In 1899 the legislature of Tennessee passed an act providing for the establishment and maintenance, at the option of the county courts, of one or more high schools in each county of the state, the same to be supported in whole or in part by a county high school fund to be raised by a tax of not to exceed fifteen cents upon each one hundred dollars of taxable property in the county.

It is also provided that counties may combine with seminaries, academies, colleges, or city boards of education within their respective boundaries for the purpose of establishing and maintaining high schools. All such schools must, however, be free to all the properly qualified secondary pupils within the boundaries of said counties.²²

The public schools of Tennessee are divided into but two classes, namely, primary and secondary schools. The primary schools include the first five grades, and the secondary schools begin with the sixth grade.

All high schools established, administered, and receiving state aid under the above act must employ at least three teachers.

County boards of education are permitted to contract with city high schools or private secondary schools for the education of the pupils of high school age and qualification, residing in their respective domains. Such tuition as has been agreed upon may be paid out of the school funds of the various counties, provided that the same may be done without shortening the school term in these counties or decreasing the salaries of their primary teachers.²²

A special act of 1907 provides for the acceptance by county

²¹ School Laws of Alabama, 1908, Article 20.

²² Public School Laws of Tennessee, Title, County High Schools, pp. 30-34.

high school boards of the properties of academies and small colleges, if the same are tendered them.²³

The general school laws of the state have for many years permitted the establishment and maintenance of secondary schools in districts upon exactly the same basis as primary schools.

TEXAS: The high schools of Texas are legally an integral part of the public school system, and are supported and administered as public schools. It is required, however, that in towns and cities which extend the scholastic age beyond seventeen, the legal age, a tax for school purposes must be levied and collected.²⁴

The state raised in 1904-5 sixty-four and nine-tenths per cent. of all of the available school funds, and six and three-tenths per cent. was raised by the various counties, leaving twenty-eight and eight-tenths which was provided by the local communities. These funds were apportioned by the state to the counties and by the counties to the districts upon the school census basis. The school census of Texas includes all children in the state between the ages of seven and seventeen.

WEST VIRGINIA: The laws of West Virginia permit the establishment of district and joint district high schools, the same to be supported, where necessary, by local taxation. These schools when once established may not be abandoned except upon a petition signed by 75 per cent. of the taxpayers of the district.²⁵

A high school may be established in any district which has within its borders a town which has four or more schools in the same building. Such school when established shall be open to all of the qualified pupils in the district, and it shall be supported by a tax levied upon all of the taxable property in the district. This tax may not, however, exceed for the payment of teachers' salaries 25 cents upon each \$100.00 of evaluation, and for building equipment, etc. 15 cents upon each \$100.00 of evaluation.²⁶

KENTUCKY: "In Kentucky the high school is, where it exists, organized under the law providing for graded schools. It is

²³ Public School Laws of Tennessee, Title, County High Schools, p. 76.

²⁴ School Laws of Texas, 1907, p. 151.

²⁵ School Laws of West Virginia, 1908, Chapter XLV., Section 30.

²⁶ School Laws of West Virginia, Chapter XLV., Section 28.

safe to say that the rural pupils have no high school facilities in the state."²⁷

GEORGIA: No special mention of high schools is made in the laws of the state. Where such schools exist they are a part of the public school system. There were in 1906-7 one hundred and four accredited high schools in the state. These schools are composed of two classes, middle and senior high schools with three and four year courses above the seventh year respectively.²⁸

LOUISIANA: In this state graded and central high schools may be established by the parishes. The establishment of these schools must, however, be ratified by the state board of education. The site of such schools must be donated, and suitable buildings must be provided for, without any expense to the regular school fund.²⁹

MISSISSIPPI: The school laws for this state were not available, but in 1905 the state superintendent reported 68 high schools of a grade sufficient to prepare students for the university. These schools are located only in the larger incorporated towns. The Superintendent further states that only about 6 per cent. of the white children of the state are within walking distance of a high school.³⁰

ARKANSAS: This state makes no special provision for high schools. Such schools where they exist are a part of the public school system. They may be included in any district system at the option of the local authorities.

OKLAHOMA: Districts may add high school departments to the elementary system at their option. Counties may also establish high schools.³¹ The superintendent reports two county high schools in 1908.

²⁷ Report of the Superintendent of Public Instruction of Kentucky, 1907, p. 23.

²⁸ Report of the Department of Education, 1907, pp. 208-209.

²⁹ School Laws of Louisiana, p 20.

³⁰ Report of the State Superintendent of Mississippi, 1904-5, p. 11.

³¹ School Laws of Oklahoma, 1905.

CHAPTER XII

SOME HIGH SCHOOL STATISTICS AND THEIR PROBABLE MEANING

The statistics presented in this chapter were compiled and deduced from statistics published in the various reports of the office of the United States Commissioner of Education for the years indicated. They are presented in order to show as far as may be; first, the present status and stage of development of secondary education, and particularly high school education in cities in each state, in rural communities, and in the state as a whole; second, to show what influence, if any, recent legislation and state aid has had upon the establishment, maintenance, attendance, and efficiency of rural high schools in particular, in each of the states.

The interpretation of such statistics can upon the whole only be tentative since they are not of uniform reliability, and since there are so many unknown complicating factors that must enter into any such interpretation. In view of these facts it has been deemed essential to print them in full, thus giving each reader the opportunity not only to check up the basis of interpretation made by the writer, but also the opportunity to interpret them according to the light which an intimate knowledge of local conditions in certain states may present to him. The partial interpretation which is to follow their presentation will then be tentative and based only upon such facts as may be in the possession of the writer. While not claiming absolute accuracy an interpretation based upon a knowledge of certain definite facts is, upon the whole, more likely to be correct than one based upon no such definitely known facts. This then will constitute the excuse for putting forth such tentative generalizations as may not appear, to some, to take into account all of the possible influencing factors.

The first three vertical columns of figures, not including the dates, were taken directly as they are from the commissioners' reports. The census figures, 5-18, in the fourth and fifth columns are, with the exceptions of those for New Jersey and Minnesota, approximations secured as follows: The per cent. of school

census children residing in the cities of 8,000 or more inhabitants was secured for each state. Having secured this per cent. the percentage of the approximate census, 5-18, for the state, found in the commissioners' reports was calculated and placed in column four. Column five contains the difference between the total approximate census, 5-18, in the state for each given year and the total approximate census, 5-18, in the cities of the state for each given year. In a few of the states it was necessary to correct the census of certain of the cities by reducing to the census age for the state as a whole. This was done by securing from the United States Census Reports of 1880, 1890, and 1900, the average number of children of each year age, and correcting it by adding three successive years and finding their average, and using this average as the middle year of the three. A table was then formed giving the average number of children for each year age to each 1,000 of population. With this table and the population of a city it was possible to reduce the school census of such city to the same basis as that of the state. Since Minnesota takes no school census it was necessary to use the total population of the state and the sum of the populations of the cities in the state for each of the years in order to divide the approximate census, 5-18, into the two items in columns four and five. The same procedure was followed for New Jersey for the years 1900 to 1906. The figures in the three columns including the secondary and high school enrollments were taken directly from the commissioners' reports. The figures in the remaining five columns were deduced from those of the preceding five columns. To secure the first two of the last five it will be necessary to add the two census columns and also the two high school enrollment columns. The figures in the middle column of the last five represent the differences secured by subtracting the figures in the second from those of the first column of the five.

An attempt was made to secure similar figures for New York, Pennsylvania, North Dakota, and South Dakota, but these were apparently so unreliable that the attempt was abandoned. The chief difficulty was with the school census statistics for the larger cities in these states.

A certain number of inaccuracies is evident in these figures, but they do not upon the whole vitiate the value of the statistics since in most instances they occur only in a single year and do

not affect the general direction of the curves of development, and since they are largely errors of census, the secondary and high school enrollments usually remaining fairly constant in their development. Certain large and sudden changes in the direction of the curves of relative secondary and high school enrollments may be explained by a reference to the figures and their source. To illustrate: We find in the curve of relative high school enrollment in cities of Massachusetts a sudden drop for the year 1904; referring to the statistical table we find that the high school enrollment has not only increased, but it has increased more rapidly than usual, while the census has increased twenty-seven per cent. in one year, and has decreased fifteen per cent. the following year. In the curve of relative enrollment in high schools in cities in Kansas for the year 1899 we have a somewhat similar condition only in this case a large increase in the enrollment in city high schools occurs and at the same time a very great decrease in the census.

The unreliability of the school census figures may be due to one or both of two different causes, namely, the carelessness of those responsible for the collection of them, or the actual padding of them when such a course might prove of financial advantage to the local communities. The former is probably much the larger factor though numerous cases of the latter are a matter of record.

It would then be possible in most cases to reduce the curves resulting from these figures to a fair amount of constancy without changing their real meanings, but this will not be attempted for the reason that no single rule of procedure would apply equally to the different cases without misrepresenting the actual situation. For instance, the first case given above, that of Massachusetts, could probably be best corrected by passing the curve directly through the two including points and ignoring the point at issue, while the second case, that of Kansas, could probably be best corrected by passing a broken line through the two including points, raising it slightly at the point at issue. A smoothing of these curves by any other method would lead not to an elimination of the error but to a covering of it. It might on the other hand be better to correct such curves as those representing the relative high and secondary school attendance in California by some of the averaging methods.

The greatest drawback to be found in considering these figures is, that they do not extend back far enough. The figures for total secondary enrollment and total approximate census, 5-18, for each of the states under consideration were secured as far back as 1891. These figures were treated as suggested above, and a partial statement of the result is to be found printed with the statistics of each of these states. The separation of the figures for cities and communities outside of cities could not be made further back than 1897 because of the lack of proper data. Since much of the legislation directed to the end of extending rural secondary educational opportunities was passed previous to this time, it will be impossible fully to observe the effects of such legislation upon the statistics for rural high schools.

A more complete statistical expression of the growth and condition of rural secondary educational opportunities would have been possible, if the statistics of cities or towns of from 4,000 to 8,000 inhabitants could have been secured. This was, however, not possible. Nor were the units of organization of high schools in the various states given until 1906. Statements of the numbers of high schools, existing under the various units of political organization, that directly affect the problem of rural secondary education, are given in a note accompanying the statistics for each state. The number of department or city high schools are not given in this note.

A comparison of the following statistics with those presented in the various state reports will show in some instances a considerable disagreement. It was, however, deemed best to take these statistics from a single source, since in this case, having been gathered upon uniform blanks sent out by the office of the Commissioner of Education, they should represent a large degree of similarity between the different states.

TABLE I.
MAINE.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18 within such cities.	Approximate number of census children, 5-18 outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	0	142	1.8	36,059	125,641	11,674	2,085	6,172	7.21	5.05	2.16	5.56	4.91
1898.....	0	145	1.8	36,428	124,779	11,740	2,105	6,463	7.28	5.31	1.97	5.77	5.17
1899.....	0	146	1.8	36,728	125,402	11,813	2,144	6,699	7.31	5.47	1.84	5.92	5.34
1900.....	8	146	1.9	38,810	131,530	11,881	1,978	6,770	6.69	5.12	1.57	4.95	5.17
1901.....	8	143	2.0	38,516	124,639	11,821	1,976	6,841	6.99	5.28	1.71	5.13	5.31
1902.....	8	137	2.1	38,305	123,768	11,668	1,976	6,882	7.13	5.46	1.67	5.15	5.55
1903.....	11	131	2.0	39,205	124,768	11,602	2,709	6,187	7.11	5.49	1.62	7.04	4.90
1904.....	11	137	2.0	39,833	124,096	11,645	2,709	6,187	7.11	5.49	1.62	7.04	4.90
1905.....	11	164	2.1	39,528	125,176	13,471	3,068	9,970	8.71	6.03	1.68	7.81	5.62
1906.....	11	154	2.1	42,361	123,115	12,437	2,981	6,978	7.51	6.34	1.73	7.87	5.66

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, much more rapid, rising from 5.22 in 1891.

(2). The number of one teacher high schools has increased in the above nine years from 62 to 64, the number of two teacher high schools has decreased from 61 to 50.

(3). In 1906 there were in the state 88 district, 55 township, and 1 independent high school.

(4). In 1900 eighty-six and three-tenths per cent. of the population was native white, including native born of foreign parents.

TABLE II.
MASSACHUSETTS.

1897.....	64	161	2.9	439,003	163,197	37,641	21,363	9,907	6.25	5.20	1.05	4.86	6.11
1898.....	71	156	2.8	441,127	174,973	39,406	24,527	8,795	6.39	5.40	0.99	5.56	5.02
1899.....	73	159	2.8	463,353	163,647	40,680	25,614	8,811	6.48	5.48	1.00	5.52	5.38
1900.....	71	166	2.9	484,974	156,526	42,691	26,100	9,784	6.65	5.60	1.05	5.39	6.25
1901.....	77	164	3.2	490,476	144,934	45,213	28,051	10,263	7.12	6.03	1.09	5.71	7.12
1902.....	81	163	3.2	496,821	137,089	46,421	29,035	10,210	7.31	6.18	1.13	5.84	7.42
1903.....	81	159	3.4	528,846	131,387	47,403	30,501	10,319	7.49	6.18	1.31	5.76	7.85
1904.....	86	163	3.7	673,600	123,959	51,867	33,078	12,248	7.69	6.72	0.97	6.10	9.88
1905.....	86	162	3.6	568,921	117,354	53,308	34,720	11,578	7.76	6.74	1.02	6.10	9.86
1906.....	88	162	3.7	557,890	118,341	56,128	37,304	11,648	8.30	7.23	1.07	6.68	9.84

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, relatively a little more rapid, rising from 4.99 in 1891.

(2). The number of one teacher high schools has decreased in the above nine years from 47 to 12, the number of two teacher high schools has decreased from 54 to 46.

(3). In 1906 there were 67 district, and 52 township high schools in the state.

(4). In 1900 sixty-eight and eight tenths per cent. of the population was native white.

TABLE III.
NEW JERSEY.

1897.....	20	56	3.3	256,866	200,051	12,851	5,089	3,527	2.81	1.88	0.93	1.98	1.76
1898.....	21	64	3.4	261,632	205,082	14,034	5,865	3,825	3.00	2.07	0.93	2.24	1.86
1899.....	22	67	3.5	271,597	195,207	14,283	6,268	3,886	3.06	2.17	0.89	2.30	1.99
1900.....	27	69	3.1	299,704	178,256	15,854	7,983	3,277	3.31	2.35	0.96	2.66	1.83
1901.....	28	67	3.2	290,028	163,352	16,020	8,505	3,341	3.31	2.47	0.84	2.95	1.72
1902.....	28	65	3.3	290,878	163,502	17,029	8,869	3,266	3.43	2.43	1.00	3.04	1.56
1903.....	30	67	3.5	312,603	161,596	17,911	9,510	3,518	3.55	2.58	0.97	3.04	1.83
1904.....	29	73	3.5	316,984	167,001	17,531	9,476	3,933	3.40	2.57	0.83	2.99	1.99
1905.....	28	73	3.8	332,146	163,403	19,126	10,314	4,108	3.63	2.74	0.89	3.10	2.12
1906.....	33	75	3.6	340,829	168,011	20,765	12,147	4,230	3.78	2.98	0.80	3.56	2.03

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, relatively a little more rapid, rising from 2.15 in 1891.

(2). The number of one teacher high schools has increased in the above nine years from 12 to 15, the number of two teacher high schools has remained the same, 13.

(3). In 1906 there were 39 district, 19 township, and 2 independent high schools in the state.

(4). In 1900 seventy-three and four-tenths per cent. of the population was native white.

TABLE IV.
CALIFORNIA.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18, within such cities.	Approximate number of census children, 5-18, outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	15	71	2.8	147,857	200,043	14,235	6,337	4,456	4.27	3.10	1.17	4.28	2.22
1898.....	17	79	3.2	148,974	205,726	16,538	7,168	5,452	4.66	3.55	1.11	4.81	2.65
1899.....	16	78	3.3	149,666	207,534	15,456	5,902	5,626	4.32	3.25	1.07	4.00	2.71
1900.....	14	91	3.4	150,771	201,499	17,173	6,000	6,620	4.87	3.58	1.29	3.98	3.28
1901.....	16	101	3.6	155,659	191,021	18,804	7,119	7,513	5.42	4.22	1.20	4.57	3.93
1902.....	18	100	3.7	152,946	190,954	19,808	8,305	7,456	5.05	4.48	1.17	5.43	3.75
1903.....	19	111	3.9	165,775	191,882	23,529	9,317	7,456	6.61	5.01	1.60	5.65	4.46
1904.....	22	111	4.2	172,099	191,747	28,937	11,811	9,114	7.12	5.75	1.37	6.86	4.75
1905.....	21	118	4.5	173,552	196,496	28,404	12,582	10,647	7.69	6.26	1.43	7.22	5.41
1906.....	23	128	4.8	179,471	190,779	31,459	14,881	11,031	8.61	6.88	1.73	8.29	5.60

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, very much slower, rising only from 3.26 in 1891.

(2). The number of one teacher high schools has decreased in the above nine years from 9 to 1, the number of two teacher high schools has decreased from 28 to 8.

(3). In 1906 there were 110 district and 12 independent high schools in the state.

(4). In 1900 seventy-three and two-tenths per cent. of the population was native white, including natives born of foreign parents.

TABLE V.

COLORADO.

	10	31	3-0	45-61.8	78,681	5,603	2,702	1,843	4-50	3-72	0-78	6-12	2-34
1897.....	10	20	3-3	45-045	83,685	5,706	3,144	1,784	4-50	3-82	0-68	6-98	2-13
1898.....	11	30	3-2	46-851	88,948	6,310	3,340	2,117	4-65	4-01	0-64	7-12	2-38
1899.....	10	34	3-3	39-425	79,325	7,020	3,416	2,404	5-01	4-97	0-94	8-06	3-14
1900.....	9	38	3-1	46-340	94,180	7,788	3,654	2,845	5-53	4-61	0-92	7-88	3-02
1901.....	0	40	3-5	59-426	91,458	7,459	3,256	2,879	4-94	4-06	0-88	5-47	3-14
1902.....	0	44	3-7	57-564	84,221	8,063	4,071	3,234	6-06	5-15	0-91	7-07	3-83
1903.....	10	45	3-8	58-902	86,897	9,315	4,116	3,559	6-38	5-24	1-14	6-98	4-06
1904.....	10	42	4-2	59-410	89,503	9,779	4,463	3,672	6-56	5-46	1-10	7-51	4-10
1905.....	11	42	4-3	61-274	90,772	10,272	5,251	3,600	6-75	5-88	0-87	8-56	4-06

- (1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, about the same, rising from 2.94 in 1891.
- (2). The number of one teacher high schools has decreased in the above nine years from 6 to 2; the number of two teacher high schools has decreased from 8 to 6.
- (3). In 1906 there were 29 district, and 9 independent high schools in the state.
- (4). In 1900 eighty-one and three-tenths per cent. of the population was native white.

TABLE VI.

WASHINGTON.

	4	30	1-8	22-412	86,388	3,767	1,377	1,184	3-46	2-35	1-11	6-14	1-37
1897.....	4	32	1-8	25-168	81,932	3,857	1,502	1,128	3-60	2-45	1-15	5-96	1-37
1898.....	4	32	1-8	25-506	81,604	4,090	1,782	1,206	3-81	2-78	1-03	6-96	1-47
1899.....	4	43	1-9	31-204	77,366	4,023	1,887	1,576	4-53	3-18	1-35	6-02	2-03
1900.....	4	70	1-7	37-900	99,420	5,149	1,638	2,054	3-78	2-68	1-06	4-32	2-06
1901.....	5	71	1-9	42-190	114,078	6,319	2,516	2,300	4-04	3-08	0-96	5-96	2-01
1902.....	7	69	2-2	44-881	102,270	6,899	3,241	2,293	4-68	3-76	0-92	7-22	2-24
1903.....	8	73	2-3	44-779	102,523	8,397	4,052	2,806	5-70	4-05	1-05	9-04	2-73
1904.....	8	82	2-3	47-984	103,386	9,719	4,882	3,326	6-42	5-42	1-00	10-07	3-21
1905.....	8	92	2-6	49-459	105,981	11,164	5,378	4,118	7-18	6-10	1-08	10-87	3-88

- (1). The increase in the number of secondary pupils to each 100 of census, 5-18, was for the preceding six years, very much slower, rising regularly from 2.08 in 1891.
- (2). The number of one teacher high schools has increased in the above nine years from 13 to 30, and the number of two teacher high schools has increased from 11 to 27.
- (3). In 1906 there were 89 district high schools in the state.
- (4). In 1900 seventy-six and one-tenth per cent. of the population was native white.

TABLE VII.
CONNECTICUT.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18, within such cities.	Approximate number of census children, 5-18, outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	16	48	2.5	111,187	86,593	8,810	3,007	2,219	4.45	3.09	1.36	3.49	2.56
1898.....	17	51	2.2	115,187	86,419	9,615	4,698	2,233	4.71	3.38	1.34	3.01	2.55
1899.....	20	49	2.1	120,556	86,144	9,665	4,720	2,233	4.61	3.32	1.32	3.02	2.55
1900.....	20	54	2.3	126,538	86,383	10,031	5,104	2,573	5.11	3.70	1.38	3.97	2.83
1901.....	20	56	2.4	131,338	86,067	11,036	5,823	2,574	5.30	3.92	1.33	4.60	2.94
1902.....	19	56	2.6	136,448	85,565	12,159	6,124	2,500	5.20	3.96	1.33	4.67	2.90
1903.....	21	56	2.7	137,252	85,222	12,661	6,321	2,850	5.55	4.06	1.40	4.63	3.13
1904.....	21	58	2.7	140,210	86,073	12,861	6,422	2,859	5.76	4.15	1.61	4.67	3.32
1905.....	20	56	2.8	140,210	86,073	12,861	6,422	2,859	5.76	4.15	1.61	4.67	3.32
1906.....	15	59	3.2	136,292	94,321	14,065	6,877	2,917	6.09	4.48	1.61	4.90	3.88

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years about the same, rising from 3.73 in 1897 to 6.09 in 1906.

(2). The number of one teacher high schools has remained the same in the above nine years, being 14, and the number of two teacher high schools has decreased from 16 to 10.

(3). In 1906 there were in the state 47 district high schools.

(4). In 1900 seventy-two and one-tenth per cent. of the population was native white, (including native born of foreign parents).

TABLE VIII.
VERMONT.

	1	49	2.4	5,311	76,789	4,860	2,621	5.01	3.35	2.56	3.41
1897.....	2	53	2.4	7,470	74,801	5,232	2,686	6.35	3.83	2.52	2.46
1898.....	3	51	2.3	8,590	74,531	4,515	2,602	5.56	3.00	1.69	3.58
1899.....	3	52	2.5	8,488	75,232	4,473	2,824	5.27	4.05	1.22	3.75
1900.....	3	58	2.3	9,103	71,457	4,833	632	3,015	5.00	1.47	4.22
1901.....	3	55	2.4	9,445	78,036	4,737	712	2,085	4.18	1.17	3.78
1902.....	3	60	2.2	9,407	78,233	5,072	755	3,061	5.78	4.35	3.01
1903.....	3	64	2.4	9,634	78,715	5,030	723	3,267	6.25	4.51	4.14
1904.....	3	70	2.4	9,579	78,216	5,005	848	3,533	6.72	4.00	4.51
1905.....	3	70	2.5	9,806	78,499	5,766	781	3,575	6.52	4.93	4.55

(1). There was a very rapid increase in the number of secondary pupils to each 100 of census, 5-18, from 1891 to 1894, rising from 5.25 to 6.50 in the three years, from thence it gradually dropped to 5.91 in 1897.
 (2). The number of one teacher high schools has increased in the above nine years from 10 to 21, and the number of two teacher high schools has increased from 18 to 21.
 (3). In 1906 there were in this state 36 district, and 29 township high schools.
 (4). In 1900 eighty-six and seven-tenths per cent. of the population was native white.

TABLE IX.
NEW HAMPSHIRE.

	6	46	2.3	30,656	58,204	5,645	1,390	6.35	3.80	2.46	3.55
1897.....	7	45	2.0	30,301	58,569	5,432	1,652	6.11	3.74	2.37	2.85
1898.....	7	45	2.4	32,063	58,257	6,003	1,683	6.64	3.83	2.81	3.05
1899.....	8	49	2.2	36,000	54,910	6,447	1,731	7.09	4.07	3.02	3.50
1900.....	9	51	2.3	34,811	53,995	5,830	1,803	6.57	4.20	2.28	3.72
1901.....	9	49	2.5	36,160	54,240	5,065	1,802	6.50	4.10	2.40	3.67
1902.....	9	46	2.6	38,932	52,444	6,047	1,991	1,902	4.33	2.30	3.74
1903.....	9	48	2.6	45,464	46,383	6,382	2,084	6.94	4.66	2.28	4.74
1904.....	9	49	2.9	42,875	49,729	7,149	2,237	7.72	5.14	2.58	5.00
1905.....	9	48	2.9	43,319	50,041	7,144	2,186	7.65	4.90	2.66	4.95

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years about the same, rising from 5.30 in 1891.
 (2). The number of one teacher high schools has decreased in the above nine years from 16 to 8, and the number of two teacher high schools has increased from 13 to 16.
 (3). In 1906 there were in the state 42 district, and two township high schools.
 (4). In 1900 seventy-eight and four-tenths per cent. of the population was native white.

TABLE X.
MICHIGAN.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18, within such cities.	Approximate number of census children, 5-18, outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	28	237	2.7	188,981	434,719	28,558	0.823	15,932	4.57	4.12	.45	5.19	3.66
1898.....	28	254	2.7	186,518	439,482	30,006	10,357	17,121	4.70	4.38	.41	5.55	3.89
1899.....	28	288	2.7	189,805	444,995	29,193	9,044	17,232	4.76	4.27	.32	5.23	3.87
1900.....	30	264	2.7	199,905	404,035	30,991	11,284	17,437	4.68	4.35	.33	5.67	3.77
1901.....	31	268	2.7	198,450	405,000	31,000	11,384	17,668	4.82	4.46	.30	6.02	3.80
1902.....	32	295	2.8	208,350	453,004	31,478	12,324	16,015	4.75	4.40	.35	5.87	3.73
1903.....	33	321	2.6	217,723	453,002	33,628	12,628	18,373	4.86	4.55	.31	5.70	3.07
1904.....	32	337	2.7	210,944	467,415	33,063	12,608	18,885	4.85	4.60	.25	5.81	4.03
1905.....	31	342	2.7	223,432	467,351	33,063	13,485	19,722	5.10	4.79	.40	6.02	4.21
1906.....	33	359	2.8	227,212	471,904	38,738	14,858	20,872	5.54	5.10	.44	6.53	4.42

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years much more rapid, rising from 2.57 in 1891.

(2). The number of one teacher high schools has increased in the above nine years from 49 to 89, and the number of two teacher high schools has increased from 74 to 115.

(3). In 1906 there were in the state 321 district and 12 township high schools.

(4). In 1900 seventy-six and eight-tenths per cent. of the population was native white, (including native born of foreign parents).

TABLE XI.
WISCONSIN.

1897.....	22	162	2.6	173,376	445,824	18,191	5,122	10,465	2.93	2.31	.42	2.95	2.34
1898.....	27	165	2.5	182,555	446,045	10,126	6,531	10,265	3.03	2.66	.37	3.57	2.29
1899.....	27	156	2.6	185,073	444,437	10,035	6,948	10,600	3.16	2.78	.38	3.75	2.38
1900.....	25	206	2.6	182,105	435,805	23,430	6,922	13,704	3.78	3.33	.45	3.70	3.14
1901.....	25	203	2.8	182,181	441,720	22,731	6,694	13,522	3.64	3.24	.40	3.67	3.06
1902.....	24	191	2.9	185,025	437,085	22,071	6,720	12,904	3.53	3.16	.37	3.61	2.96
1903.....	27	193	3.0	190,760	449,307	24,035	7,703	13,523	3.75	3.31	.44	4.03	3.00
1904.....	30	196	3.2	196,225	462,240	25,200	8,447	13,027	3.82	3.30	.43	4.30	3.01
1905.....	20	208	3.3	202,225	467,306	26,897	9,260	14,704	4.01	3.58	.43	4.58	3.14
1906.....	20	220	3.5	216,674	454,144	28,515	9,895	15,024	4.25	3.84	.41	4.56	3.50

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years relatively a little more rapid, rising from 2.08 in 1891.

(2). The number of one teacher high schools has decreased in the above nine years from 31 to 4, and the number of two teacher high schools has increased from 54 to 62.

(3). In 1906 there were in the state 186 district, 19 township, and 3 independent high schools.

(4). In 1900 seventy-four and six-tenths per cent. of the population was native white.

TABLE XII.
MINNESOTA.

1897.....	14	88	2.8	128,838	362,012	12,757	5,680	4,870	2.50	2.14	.45	4.40	1.34
1898.....	16	96	2.9	136,804	373,006	14,336	6,283	5,427	2.80	2.30	.51	4.58	1.45
1899.....	16	96	3.0	152,211	378,489	14,179	6,230	5,634	2.67	2.23	.44	4.00	1.48
1900.....	13	102	3.1	135,814	370,050	15,635	5,840	6,461	3.08	2.42	.66	4.30	1.73
1901.....	14	113	3.2	130,900	390,051	17,010	6,702	7,007	3.20	2.62	.58	4.48	1.81
1902.....	14	114	3.3	140,300	405,671	18,300	7,180	7,533	3.35	2.71	.64	5.12	1.88
1903.....	14	113	3.4	140,620	396,465	19,695	7,945	8,584	3.60	3.02	.58	5.30	2.16
1904.....	14	132	3.5	152,360	414,037	21,873	8,786	9,452	3.86	3.22	.64	5.76	2.28
1905.....	15	140	3.1	155,268	424,001	22,008	9,350	8,785	3.81	3.13	.68	6.02	2.07
1906.....	15	160	3.8	176,752	418,374	24,147	9,617	11,376	4.05	3.52	.53	5.44	2.71

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years much slower, rising only from 2.30 in 1891.

(2). The number of one teacher high schools has decreased in the above nine years from 5 to 1, and the number of two teacher high schools has decreased from 34 to 14.

(3). In 1906 there were 141 district and 9 independent high schools in the state.

(4). In 1900 seventy and four-tenths per cent. of the population was native white.

TABLE XIII.
OHIO.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18, within such cities.	Approximate number of census children, 5-18, outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	53	531	2.1	398,208	689,792	47,415	15,678	22,280	4.35	3.48	.07	3.93	3.22
1898.....	56	542	1.9	408,484	702,552	50,047	16,934	23,874	4.50	3.67	.83	4.14	3.30
1899.....	51	502	1.0	424,116	697,884	51,437	17,105	25,803	4.58	3.82	.76	4.04	3.69
1900.....	47	631	1.0	436,452	743,148	56,290	18,183	28,890	4.77	3.87	.00	3.85	3.88
1901.....	52	657	1.0	418,564	691,686	57,141	18,530	29,297	5.14	4.30	.84	4.42	4.22
1902.....	52	668	1.0	451,642	699,058	56,290	18,715	28,251	5.02	4.19	.83	4.14	4.22
1903.....	53	668	2.0	456,103	684,115	56,330	18,270	29,310	4.94	4.17	.77	4.00	4.28
1904.....	49	723	2.0	477,667	673,340	60,640	20,843	31,268	5.26	4.52	.74	4.35	4.04
1905.....	55	732	2.1	470,502	684,339	65,781	21,615	33,721	5.65	4.75	.90	4.50	4.02
1906.....	60	782	2.1	509,500	667,175	67,110	24,238	33,794	5.70	4.93	.77	4.75	5.06

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, relatively a little more rapid, rising from 3.30 in 1897.

(2). The number of one teacher high schools has increased in the above nine years from 221 to 359, and the number of two teacher high schools has increased from 165 to 245.

(3). In 1906 there were in the state 542 district, 101 township, and 13 independent high schools.

(4). In 1906 eighty-six and seven-tenths per cent. of the population was native white, (including native born of foreign parents).

TABLE XIV.
INDIANA.

1897.....	35	310	2.2	143,860	519,000	25,820	8,457	12,887	3.89	3.21	.68	5.87	2.48
1898.....	37	312	2.2	154,160	512,223	27,700	9,138	13,674	4.06	3.41	.65	5.92	2.66
1899.....	39	323	2.3	153,603	514,437	26,560	11,170	14,268	4.54	3.81	.73	7.26	2.77
1900.....	39	323	2.3	153,431	510,857	31,201	9,669	16,748	4.20	3.55	.65	5.91	2.88
1901.....	33	327	2.3	152,315	500,733	32,340	9,937	16,818	4.58	3.78	.80	6.39	3.05
1902.....	33	328	2.2	158,100	521,401	32,009	10,402	16,789	4.58	3.89	.69	6.63	3.10
1903.....	37	473	2.2	171,621	552,519	35,296	11,016	19,757	4.87	4.24	.63	4.81	3.57
1904.....	37	515	2.2	176,453	555,710	38,520	11,016	21,764	5.26	4.47	.70	6.24	3.91
1905.....	30	541	2.2	184,543	556,596	45,076	11,826	23,680	6.08	4.79	1.20	6.40	4.25
1906.....	33	516	2.3	198,027	552,078	42,688	12,998	23,548	5.69	4.82	.87	6.36	4.26

- (1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years much more rapid, rising gradually from 2.18 in 1891 to 2.48 in 1894, thence rapidly to 3.89 in 1897.
 (2). The number of one teacher high schools has increased from 124 to 268, and the number of two teacher high schools has increased from 84 to 139.
 (3). In 1906 there were in the state 203 district, and 287 township high schools.
 (4). In 1900 ninety-two and one-tenth per cent. of the population was native white.

TABLE XV.
ILLINOIS.

1897.....	44	283	2.6	443,016	854,084	40,093	15,625	16,234	3.08	2.45	.63	3.75	1.00
1898.....	49	279	2.5	443,462	854,508	44,526	18,304	16,674	3.14	2.47	.67	2.65	2.30
1899.....	50	293	2.5	608,328	724,672	46,267	19,876	17,243	3.23	2.59	.64	2.84	2.35
1900.....	57	263	2.6	604,977	667,723	47,845	18,063	18,483	3.50	2.74	.76	2.72	2.76
1901.....	48	321	2.7	600,366	673,904	49,274	21,233	19,043	3.61	3.01	.60	3.07	2.95
1902.....	48	307	2.8	688,168	663,832	59,760	21,725	19,928	3.75	3.08	.67	3.15	3.00
1903.....	50	328	2.9	701,034	701,034	52,504	22,022	21,273	3.74	3.08	.66	3.14	3.03
1904.....	49	347	3.0	670,010	758,594	54,543	21,831	22,842	3.81	3.12	.69	3.25	3.01
1905.....	53	364	3.0	666,779	789,072	57,278	25,205	23,467	3.93	3.34	.59	3.78	2.97
1906.....	54	371	3.1	698,534	784,554	60,800	27,110	23,751	4.09	3.42	.67	3.88	3.02

- (1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years relatively about the same, rising regularly from 2.49 in 1891.
 (2). The number of one teacher high schools has increased in the above nine years from 59 to 79, and the number of two teacher high schools has increased from 100 to 108.
 (3). In 1906 there were in the state 327 district, and 15 township high schools.
 (4). In 1900 seventy-eight and two-tenths per cent. of the population was native white.

TABLE XVI.
IOWA.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18, within such cities.	Approximate number of census children, 5-18, outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	23	302	2.7	101,418	532,392	30,698	5,881	18,745	4.84	3.88	.96	5.79	3.52
1898.....	23	303	2.6	97,483	530,316	32,802	6,412	19,850	5.18	4.14	1.04	6.57	3.70
1899.....	23	307	2.5	90,382	534,586	33,164	6,711	20,688	5.23	4.32	.91	6.74	3.87
1900.....	23	322	2.6	105,340	557,480	35,570	6,764	22,258	5.36	4.38	.98	6.67	3.99
1901.....	23	323	2.7	104,600	541,380	35,160	6,083	22,654	5.47	4.58	.80	6.07	4.18
1902.....	23	323	2.8	106,620	549,830	37,280	7,260	21,747	5.42	4.56	.86	6.85	4.10
1903.....	21	324	2.0	111,880	547,615	37,615	7,107	21,770	5.34	4.50	.84	6.44	4.11
1904.....	22	323	3.1	114,680	557,085	35,306	7,884	23,033	5.40	4.59	.81	6.89	4.12
1905.....	23	328	3.2	120,603	557,773	30,529	8,677	23,607	5.80	4.74	1.06	7.19	4.22
1906.....	23	330	3.3	120,024	508,377	38,125	8,462	23,540	6.06	5.09	.97	7.05	4.43

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years much more rapid, rising very slowly the first three years from 3.26 to 3.50, thence very rapidly to 4.84.

(2). The number of one teacher high schools has decreased in the above nine years from 67 to 47, and the number of two teacher high schools has decreased from 90 to 88.

(3). In 1906 there were in the state 305 district, 2 township and 6 independent high schools.

(4). In 1900 eighty-five and seven-tenths per cent. of the population was native white (including natives born of foreign parents).

TABLE XVII.
MISSOURI.

1897.....	17	172	2.5	259,737	684,763	27,028	7,438	9,382	2.86	1.78	1.08	2.86	1.37
1898.....	21	180	2.4	472,445	686,085	25,597	7,359	9,844	2.68	1.70	1.05	2.68	1.44
1899.....	20	191	4.3	470,595	682,205	20,480	8,757	10,797	3.09	2.04	1.05	3.22	1.78
1900.....	14	220	2.2	405,780	700,640	20,091	8,098	12,158	3.17	2.18	1.04	3.00	1.85
1901.....	16	228	2.3	472,186	656,779	29,113	8,083	12,158	3.17	2.18	1.04	3.06	1.85
1902.....	15	248	2.2	496,045	648,776	28,576	9,184	12,937	3.06	2.26	1.03	2.78	1.90
1903.....	19	248	2.2	308,690	648,776	31,469	9,184	12,937	3.29	2.36	1.03	3.02	2.21
1904.....	25	288	2.2	338,091	646,352	34,512	11,454	14,788	3.56	2.71	1.03	3.70	2.25
1905.....	25	312	2.2	342,091	666,067	34,512	11,454	14,788	3.56	2.71	1.03	3.70	2.25
1906.....	20	352	2.2	368,134	682,051	38,051	13,032	17,121	3.89	3.05	1.04	4.22	2.52

- (1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding five years, relatively much more rapid, rising regularly from 2.03 in 1892.
- (2). The number of one teacher high schools has increased in the above nine years from 47 to 141, and the number of two teacher high schools has increased from 67 to 81.
- (3). In 1906 there were 301 district, 1 township and 4 independent high schools in the state.
- (4). In 1900 eighty-seven and nine-tenths per cent. of the population was native white.

TABLE XVIII.
TEXAS.

1897.....	15	166	2.5	105,646	840,354	17,684	2,591	8,174	1.69	1.06	.63	2.45	.90
1898.....	19	173	2.9	99,979	886,926	16,453	2,967	8,856	1.83	1.29	.64	2.48	.99
1899.....	24	177	2.2	114,204	943,736	19,464	4,053	8,856	1.83	1.29	.64	2.48	.99
1900.....	25	215	2.2	97,370	912,630	22,463	3,744	11,158	2.00	1.39	.70	3.84	1.14
1901.....	26	234	2.2	104,363	927,476	21,051	4,271	10,800	2.09	1.41	.53	4.60	1.21
1902.....	33	240	2.2	101,368	900,756	24,886	5,485	12,595	2.21	1.63	.58	4.25	1.11
1903.....	33	267	2.2	115,711	1013,783	26,721	6,364	12,595	2.36	1.80	.56	5.30	1.25
1904.....	33	265	2.3	117,056	1030,217	27,601	6,493	14,068	2.38	1.77	.61	5.52	1.38
1905.....	30	285	2.4	131,168	1032,185	29,040	6,581	15,972	2.45	1.90	.55	5.50	1.35
1906.....	30	285	2.4	131,168	1032,185	29,040	6,581	15,972	2.45	1.90	.55	5.01	1.31

- (1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years considerably slower, rising from 1.38 in 1891.
- (2). The number of one teacher high schools has increased in the above nine years from 30 to 88, and the number of two teacher high schools has increased from 57 to 98.
- (3). In 1906 there were 210 district, 3 township and 38 independent high schools in the state.
- (4). In 1900 seventy-three and eight-tenths per cent. of the population was native white.

TABLE XIX.
KANSAS.

YEAR.	Number of high schools in cities of 8,000 or more inhabitants.	Number of high schools outside of such cities.	Average number of teachers to the school outside of such cities.	Approximate number of census children, 5-18, within such cities.	Approximate number of census children, 5-18, outside of such cities.	Total number of secondary pupils enrolled in all types of schools.	Total enrollment in high schools in cities of 8,000 or more inhabitants.	Total enrollment in high schools outside of such cities.	Number of secondary pupils enrolled to each 100 of census, 5-18.	Number of pupils enrolled in all high schools to each 100 of census, 5-18.	Number of secondary other than high school pupils to each 100 of census, 5-18.	Number of high school pupils in such cities to each 100 of census, 5-18.	Number of high school pupils outside of such cities to each 100 of census, 5-18.
1897.....	10	164	2.4	54,567	365,183	15,648	2,480	9,079	3.72	2.75	.97	4.54	2.48
1898.....	11	165	2.2	56,904	362,756	15,806	2,641	8,954	3.76	2.76	1.00	4.63	2.46
1899.....	12	177	2.2	49,110	370,640	17,003	3,602	9,956	4.26	3.23	1.03	7.33	2.68
1900.....	11	192	2.3	62,710	401,871	20,336	3,413	11,500	4.37	3.20	1.17	5.43	2.86
1901.....	11	212	2.2	50,328	380,141	20,323	3,792	11,846	4.62	3.55	1.07	6.30	3.11
1902.....	11	200	2.3	60,927	380,573	18,815	3,917	11,966	4.71	3.59	.68	6.42	3.14
1903.....	12	256	2.1	60,684	375,807	21,008	4,410	13,250	4.81	4.04	.77	7.28	3.52
1904.....	12	276	2.1	64,287	391,656	23,294	4,622	14,574	5.10	4.21	.89	7.18	3.72
1905.....	13	277	2.2	69,089	400,805	24,105	5,343	14,682	5.12	4.29	.83	7.73	3.66
1906.....	14	276	2.2	77,104	401,800	24,623	5,935	14,314	5.14	4.22	.92	7.60	3.56

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years much more rapid, rising slowly in the first three years from 2.25 to 2.52, thence very rapidly to 3.72 in 1897.

(2). The number of one teacher high schools has increased in the above nine years from 44 to 117, and the number of two teacher high schools has increased from 65 to 82.

(3). In 1906 there were 251 district and 18 independent high schools in the state.

(4). In 1900 eighty-seven and seven-tenths per cent, of the population was native white (including native born of foreign parents).

TABLE XX.
NEBRASKA.

	0	210	1.0	59,281	281,410	14,333	2,570	0.541	4.17	3.55	.62	4.33
1897.....	10	215	1.0	61,405	280,905	16,773	3,650	0.744	4.60	3.83	.70	5.05
1898.....	10	223	1.8	62,072	294,828	15,042	3,670	0.913	4.45	3.79	.87	5.84
1899.....	3	247	1.0	42,700	270,001	17,901	2,727	12.481	5.40	4.68	.78	6.37
1900.....	3	254	1.0	43,157	283,703	17,868	2,838	12.485	5.40	4.68	.78	6.37
1901.....	3	254	1.0	43,157	283,703	17,868	2,838	12.485	5.40	4.68	.78	6.37
1902.....	3	300	1.0	43,607	282,403	18,555	2,950	13.124	5.68	4.95	.73	6.77
1903.....	3	333	1.7	44,202	286,248	19,142	2,993	13.368	5.70	4.96	.83	6.60
1904.....	3	346	1.8	43,767	278,905	20,546	3,165	13.210	6.38	5.08	1.30	7.23
1905.....	5	355	1.8	48,611	273,320	21,005	3,754	13.790	6.52	5.42	1.10	7.72
1906.....	5	365	1.8	54,424	267,617	23,310	3,899	14.180	7.23	5.61	1.62	7.16

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years, relatively a little greater, rising from 2.32 in 1891.
 (2). The number of one teacher high schools has increased in the above nine years from 90 to 209, and the number of two teacher high schools has increased from 72 to 75.
 (3). In 1906 there were 354 district, 4 township, and 1 independent high school in the state.
 (4). In 1900 eighty-two and five-tenths per cent. of the population was native white.

RHODE ISLAND.

	7	7	3.3	70,178	26,202	4,108	2,442	467	4.25	3.01	1.24	3.47
1897.....	9	7	3.4	74,102	27,548	4,334	2,663	486	4.26	3.09	1.17	3.59
1898.....	13	5	3.2	70,282	23,018	5,220	3,200	146	5.11	3.35	1.76	4.14
1899.....	12	8	2.9	85,800	16,360	4,962	3,026	424	4.85	3.37	1.48	3.52
1900.....	12	9	2.7	84,612	19,198	4,604	3,103	448	4.43	3.42	1.01	3.66
1901.....	12	10	2.3	94,031	11,019	4,352	3,156	528	4.10	3.47	0.63	3.32
1902.....	12	10	2.7	93,376	13,462	5,343	3,173	574	5.00	3.50	1.50	4.26
1903.....	11	9	3.1	91,874	16,597	4,770	3,302	517	4.30	3.60	0.70	3.60
1904.....	11	10	3.6	93,417	17,005	5,379	3,635	599	4.87	3.83	1.04	3.80
1905.....	12	9	3.1	101,023	14,169	5,187	3,877	423	4.50	3.73	0.77	3.83

(1). The increase in the number of secondary pupils to each 100 of census, 5-18, was, for the preceding six years much more rapid, rising from 2.50 in 1891.
 (2). There were no one teacher high schools in the state in the above nine years, and there were but 2 two teacher high schools in 1897 and 3 in 1906.
 (3). In 1906 four of the above schools were township high schools.
 (4). In 1900 sixty-six and six-tenths per cent. of the population was native white.

Some of the principal limiting factors which enter into the growth of high schools and high school opportunities during a given period, in any given state as a whole, or in the communities of that state are: first, the economic condition of the state, the economic conditions of the communities making up the state, and the economic conditions of the individuals making up the communities; second, the distribution of the population of the state in terms of communities, and the distribution of the individuals in these communities; third, the social composition of the state, its distribution in terms of communities, and in terms of individuals in communities; fourth, the social attitude of the state as a whole, of communities as wholes, and of the individuals making up these communities; fifth, the relative degree of development of secondary education already attained in the state, and in the various communities of the state.

The economic condition has two principal phases; the one, that phase which enables the community individually or with the assistance of other communities represented in the county, or in the state, to raise the necessary funds to support the institution of secondary education; the other, that phase which hinders or permits the parent or guardian to dispense with the income arising from the productive industry of the individual youth, and to feed, clothe, and house him during the period of his attendance upon such institution.

The distribution of population affects both of the above phases, because the distribution of wealth usually coincides with the distribution of population. It also adds another factor to the first of the above phases, namely this, that the per capita cost of the same quality of secondary education decreases, to a certain extent, as the enrollment in a given school increases. It is the distribution of wealth and population that largely determines the necessary degree of county or state aid to secondary education. The distribution of population raises, with the parent or guardian, the question of transportation to and from the school, or the question of board and lodging away from home, or both. It also raises the social question as to whether or not the advantages of a secondary education are outweighed by the disadvantages arising out of the situation presented when the child is compelled to leave home at such an early age.

The social composition affects the situation both positively and negatively. It may relatively increase or decrease the general financial and social support of such institutions, and it may relatively increase or decrease the attendance upon them. The negro population of the South unquestionably relatively decreases the financial support and enrollment of such schools, and it also decreases largely the sum total of the favorable social attitude toward them. The great foreign populations resident in our large cities affect the situation negatively in these respects. On the other hand certain local communities composed of selected individuals from other regions may affect it positively. Such communities may be found upon the outskirts of our great cities, in certain resident towns and cities such as Denver and Colorado Springs in Colorado, and in certain favored regions like the Santa Clara Valley in California.

The social attitude also has two aspects as follows: first, do the parents or guardians of the prospective high school pupils in any given community regard a secondary education as essential to the equipment of the children under their care, and if so, is this feeling sufficiently strong in them to overcome any economic considerations that may arise on account of the individual pupils under their care; second, does the community as a whole regard the establishment and maintenance of a public high school a social necessity and duty, and if so, is this social attitude sufficiently strong to overcome the financial difficulties arising out of the situation.

The relative degree of development of secondary education in the community and in the state has been influenced by the absolute age of the state and the community, their degree of evolution, their economic condition, their distribution of population, their social composition and their social attitude. The absolute limit to the development of secondary education in the state as a whole, if an absolute limit is possible, is reached only when every individual of secondary school age and qualification in the state has within his reach such secondary educational opportunities as may not be further improved by the best talent of his time supplied with all the necessary funds. The absolute limit of enrollment in the secondary schools of a given community or state cannot then exceed the actual number of individuals

of secondary school age in the said community or state. At a low estimate one-fourth of the census, 5-18, is of high school age, so that the maximum of relative enrollment in the high school or schools of any normal community is 25 persons per 100 of census, 5-18. Since then the high school enrollment of no community under consideration has exceeded 10.87 individuals per 100 of census, 5-18, and most of these communities fall below 8 individuals per 100 of census, 5-18, and since the increased favorable social attitude resulting from the increased number of individuals vitally interested in these schools, will probably largely overbalance the difficulty experienced in making any final increment up to a much larger number per 100 of census, 5-18, the question of such final increment need not be considered in comparing the relative increase in such schools in any given state, provided that we take into consideration the other factors already named.

An adequate study of the development of high schools in any given state includes all of these factors in their most complicated form. The available statistics upon the distribution of wealth, population, social composition, and social attitude toward education, cannot to any great extent be secured. The per capita wealth of states and cities can be found, but unless we have its distribution in relation to the distribution of population in units at least as small as townships, we can do little or nothing with it, in so far as it relates to rural high schools. In like manner the distribution of the different elements composing the populations of these small units is essential to a complete study of the problem of the extension of rural secondary educational opportunities. The attitude of the social mind toward secondary education is even more difficult to measure, since any such attitude is a complex of tradition, emulation, imitation, fashion, and personal or family exploitation of the community wealth. It can be measured, but we have as yet no adequate measure of it.

Many of the states have attempted to equalize somewhat the secondary educational opportunities by legislative acts. In many cases they have succeeded in relieving the economic pressure attendant upon the establishment and maintenance of secondary schools. In others they have relieved the individual parent or guardian of a part of the economic pressure by merely shifting it to the local community. The degree of relief from such eco-

conomic pressure varies, of course, directly with the increase of the size of the unit of social organization bearing the burden.

Since the various states are in different stages of economic, social, and political evolution, it will be necessary in discussing the statistics of such states, to consider the evolutionary stages of development of the problem of secondary education in each of them. The steps in the evolution of the high school in any normal society which is in a formative stage of development, is in effect as follows:

First, it is necessary that there shall be a considerable number of pupils who have completed the elementary school and who are desirous of further education which is not available in the community.

Second, the elementary course of study is, after a vigorous campaign, extended so as to include certain high school branches of study to be taught by the regular force of the elementary school, or a one or two year high school is established which is supported by an additional tax and taught by a special high school teacher.

Third, an increase in enrollment occurs with an accompanying tendency to extend the course to include the third and fourth years of the high school.

Fourth, an increased tax is levied and one or more additional teachers are employed.

Fifth, an increased demand for higher qualifications of teachers arises, and a consequent raising of the standard of efficiency occurs.

In short the high school in its normal development passes through the increased enrollment stage, and the increased teacher stage, up to a certain degree, before its real refinement begins. This is essential because the institution itself must in process of its making react continuously upon the social mind, thus securing a social attitude in the community that will enable it to proceed in its development.

As a result of this the first thing to be looked for in a state that has not evolved its secondary educational system to any large degree, is an increase in the number of high schools, followed by a more rapid increase in enrollment in these schools. It is an utter impossibility for a community that has previously given

no secondary educational opportunities, to suddenly evolve a large prosperous secondary school of high grade, unless such a community is a new one composed of an aggregation of individuals of considerable wealth, and with the proper social attitude previously developed elsewhere.

Since in regard to the development of secondary education, the rural community is in a stage of development similar to that of the new state, it could not be expected to maintain the same standard of excellence in its high school as that maintained in the older high schools of the cities, even if the economic problem were completely solved for it. In view, then, of the fact that the rural high school is in its infancy in most of the states, the best measure of its development and present status will be the measure of numbers; and since upon the whole the city with less than 8000 inhabitants will not have more than one high school the measure here must be an absolute one, not regarding the increase, but the spread, of population.

Of course the only real measure of the extension of secondary educational opportunities is the relative number of pupils of secondary age and qualifications that are within actual reach of high or other secondary schools; and the measure of the quality of education given in these schools is in direct proportion to the relative number of teachers employed, their training, their teaching ability, and the kind of apparatus furnished them. But since such information as is implied in the above cannot all be secured we shall confine ourselves to the statistical matter at hand.

To recapitulate then, in view of the material at hand:

The best measure of the extension of secondary educational opportunities to rural communities will be the absolute increase in the number of high schools in districts, villages, and towns.

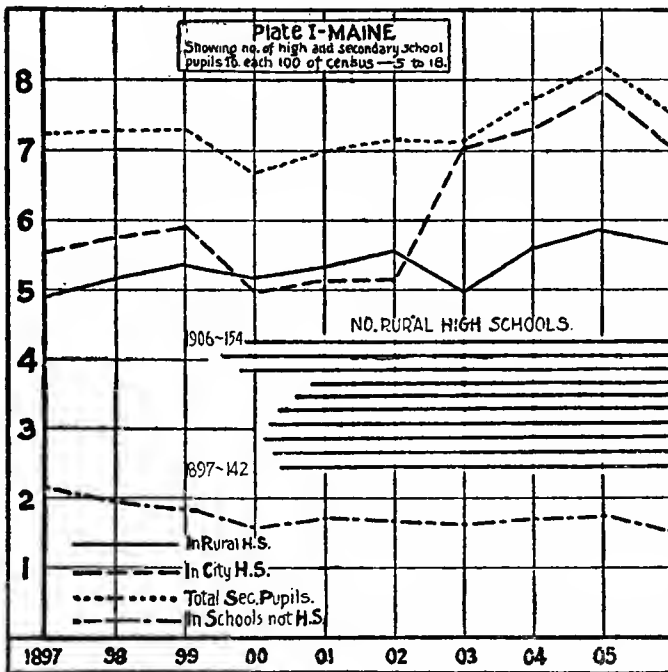
The best test of efficiency and of economic support will be the number of teachers employed to the school.

The best rough measure of both the distribution of high schools and the social attitude in rural communities will be the rapidity of relative increase of enrollment in high schools outside of cities, together with the relative increase or decrease of the number of secondary pupils in schools other than high schools.

The stage of evolution of secondary education in the state as a whole, in cities of the state, and in the rural communities of the state, will be best shown by the relative increase and status of

enrollment in all secondary schools of the state, in high schools in cities of the state, and in high schools in the rural communities of the state.

Interpreted thus, and in view of the four principal limiting factors which enter into the growth, the support, the distribution and the efficiency of high schools, namely, the economic condition and the distribution of wealth, the distribution of population, the social attitude, and the social composition with the distribution of its elements, we shall be able to arrive at a just estimate of what the various states are doing for the secondary education of their rural youth.



MAINE: The above high school statistics for Maine do not tally with those of the state reports for the same years (see chapter V). This is in all probability due to the fact that many of the schools giving only partial high school work did not report to the Commissioner of Education. At any rate the same schools have reported continuously through the ten years, and

12 others have been added during this period. It will then be impossible to compare the relative figures and curves for this state with those of others.

The slow increase in the number of schools is due doubtless to two factors; first, the law providing a state subsidy to such schools has been in operation since 1872, and most of the communities that were able to support such schools established them many years ago; second, entrance examinations have been instituted for some years, and the standard of these has been continually advanced, so that some of the schools that might otherwise be listed have been eliminated.

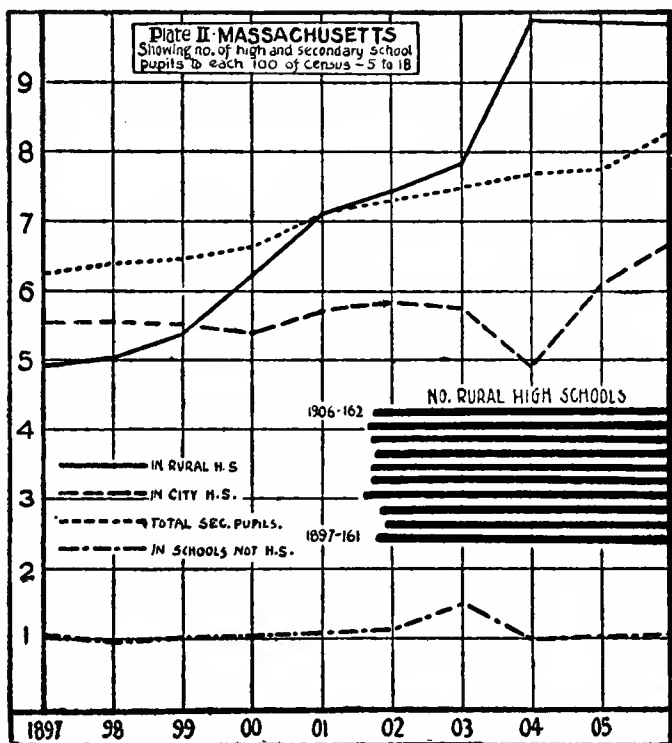
A gradual increase in the standard of excellence of these schools has occurred in the past few years as is shown by the increase in the average number of teachers employed per school in the rural high schools. In nine years the one teacher rural high schools have decreased from 43 to 41 per cent. of the whole, and the two teacher rural high schools have decreased from 76 to 50 per cent. of the remainder.

The relative enrollment in city high schools shows a substantial increase, the relative enrollment in rural high schools shows but a very slight increase, the relative enrollment of secondary pupils other than high school pupils shows a large relative decrease, and the relative enrollment of secondary pupils in all types of schools shows but a very slight increase. Judging from the more rapid development of the preceding six years and from the much slower development of the nine years under consideration, one would be compelled to conclude that the evolution of the high schools of the state is under the present social and legal status almost completed.¹

MASSACHUSETTS: The number of rural high schools in the state has practically remained the same during the nine years under consideration. The number of city high schools has, however, increased from 64 to 88. Most of this increase is

¹The manufacturing and agricultural populations of Maine are about equal in numbers, including about 57 per cent. of the whole. About 15 per cent. of the whole is employed in trade and transportation. The foreign population is relatively small and is to be found mostly in the cities. As to the distribution of the population more than 50 per cent. of the total area of the state has but from 6 to 18 inhabitants to the square mile, and about 37 per cent. has but from 18 to 45 inhabitants per square mile.

undoubtedly due to the fact that many towns classed as rural have, upon an increase of population, passed to the city class. Thus it will be seen that the actual increase in the number of high schools in rural communities was, for the period, 25 or less. This increase in the number of city high schools and the lack of increase in the number of rural high schools is par-



tially explained by the fact that the total census, 5-18, for cities has increased 27 per cent., while the total census, 5-18, for rural communities has decreased 27 per cent. At the same time the total census, 5-18, in the state has increased 12 per cent.

The absolute increase in the number of secondary pupils in the state as a whole was 49 per cent., the absolute increase in the number of high school pupils in cities was 74 per cent., and the absolute increase in the number of high school pupils in rural communities was but 16 per cent. The relative increase

in the number of secondary pupils in the state was 32 per cent., the relative increase in the number of high school pupils in the state was 39 per cent., the relative increase in the number of high school pupils in cities was 24 per cent., and the relative increase in the number of high school pupils in rural districts was 100 per cent., while there was practically no relative increase in the number of secondary pupils other than high school pupils.

There was a substantial increase in the average number of teachers to the school in the rural high schools, the average number rising from 2.9 in 1897 to 3.7 in 1906, which makes an increase of 27 per cent. The relative number of one teacher high schools has decreased from 29 to 7 per cent. of the whole, and the relative number of two teacher high schools has decreased from 47 to 30 per cent. of the remainder.

Summing up the above we find that the spread of rural high schools in the state has been comparatively small, that the increase of relative enrollment in these schools has been enormous, that the increase of relative enrollment in city high schools has been reasonably large, that the relative number of pupils enrolled in schools other than high schools has remained about the same, that the total relative enrollment of secondary pupils in all types of schools in the state shows a substantial increase, that the average number of teachers to the school in rural high schools has largely increased, and that the relative numbers of one and two teacher high schools have largely decreased.

The tremendous relative increase in enrollment in rural high schools, the comparative lack of increase in the number of these schools, and their increased efficiency, as measured by the large relative increase in the number of teachers employed in them are no doubt largely due to the workings of the free tuition law of the state, which, as will be pointed out in the following chapter, does not encourage the establishment of high schools. As stated elsewhere an act was passed in 1891 compelling towns not supporting high schools to pay the tuition of their qualified secondary pupils in outside high schools. This was followed in 1895 by an act providing for the complete reimbursement of the poorer towns. In 1902 a new act was passed providing for the reimbursement, in part or in whole, of all tuition fees paid by towns of less than 500 families, provided that they did not support a high school; while up to the end of this period towns of

less than 500 families supporting high schools received but \$300.00 each per annum. Another factor which influenced the decrease of one teacher high schools was the act of 1902 which provided that a high school must employ at least two teachers in order to receive the subsidy of \$300.00.

It appears, then, that the high school acts of Massachusetts are upon the whole tending to refine the secondary educational institution, rather than to increase its spread or distribution. This condition of affairs would be highly satisfactory if the distribution of high schools was also sufficiently extensive. This is, however, not the case as is shown by the figures given in chapter VI of this study.²

NEW JERSEY: The number of rural high schools shows an increase of 34 per cent. in the nine years from 1897 to 1906, and the number of city high schools shows an increase of 65 per cent. The large increase in the number of city high schools is largely due to the fact that several of the towns have passed into the city class during the period, so that the actual spread of high schools over the territory is represented by the actual increase in the number of rural high schools plus a large part of the increase in the number of city high schools. The total increase in the number of both rural and city high schools was for the period, 42 per cent.

There has been but a slight increase in the average number of teachers employed to the school in the rural high schools in the state. The number of one teacher high schools has relatively decreased from 21 to 20 per cent. of the whole, and the number of two teacher high schools has decreased from 29 to 21 per cent. of the remainder.

The statistics show a very large increase in the gross number of pupils enrolled in city high schools, and a slight increase in the gross number of pupils enrolled in the rural high schools. The total number of secondary pupils enrolled in all of the vari-

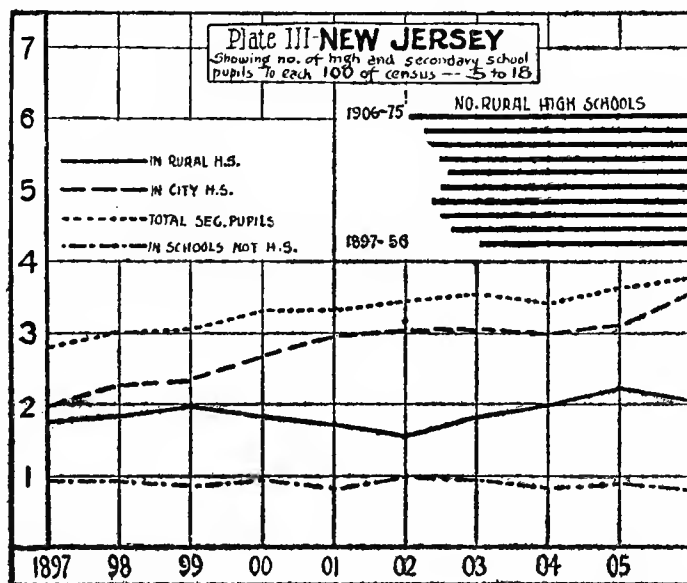
²The agricultural population of Massachusetts is very small, not exceeding 6 per cent. of the whole. About 46 per cent. of the whole is engaged in manufacture and about 23 per cent. in trade and transportation. The foreign population is very large (30 per cent.), and is well distributed over the territory. The total population is, upon the whole, well distributed, about two-thirds of the western end of the state having a population of from 45 to 90 individuals per square mile, and the remainder 90 or more individuals per square mile.

ous types of schools in the state also shows a very large absolute increase. The number of census children has, however, also largely increased particularly in the cities so that these figures do not give the actual development for the period.

The gross increase in the number of census children, 5-18, was for the state 21 per cent., for cities 32 per cent., and for rural communities less than 4 per cent. The gross increase in the total number of secondary pupils was, for the entire state, 61 per cent., while the gross increase in the number of high school pupils was, for cities, 138 per cent., for rural communities, 19 per cent. The relative increase in the number of secondary pupils enrolled in all types of schools was 34 per cent.; and the relative increase in the number of high school pupils was, for the entire state, 58 per cent., for cities of the state, 79 per cent., and for rural communities 15 per cent. During the same time the relative number of secondary pupils enrolled in all types of schools other than high schools decreased 16 per cent. The great difference in the relative increase of enrollment in the city and rural high schools is probably largely explained by the fact that many of the larger rural high schools passed over into the city class during the period under consideration. It appears then, from the statistics preceding the period under discussion and from the accompanying curves that the status of secondary education in New Jersey was exceedingly low in 1891 and that it has not greatly increased in the succeeding fifteen years. It is true that the relative increase in enrollment has been fairly large, but the general status is so low that the curves show no great inclination. At the present rate of increase it will take New Jersey in the neighborhood of fifty years to reach the present status of secondary education in Massachusetts.

It is a difficult matter to discover the cause for this condition of affairs. In 1900 New Jersey had the densest population of any state in the Union, excepting Massachusetts and Rhode Island. This population is upon the whole well distributed over the territory. The foreign population does not nearly equal that of Massachusetts and it is in general confined to the larger cities, which show the largest relative increase in high school enrollment. The Negro population is small, the relative proportion of illiterates is low, and three-fifths of the population is urban. There are relatively a large number engaged in agriculture, rela-

tively a smaller number engaged in manufacture and relatively a larger number engaged in transportation than in Massachusetts. A large proportion of the school funds is practically raised by the counties and distributed upon the teacher and aggregate daily attendance basis, so that financially the districts are better off than those of most other states. It is true that the population has been increasing very rapidly by immigration in recent years, but the relative increase has been but slightly



greater than that of Massachusetts, and the relative number of foreign born among these immigrants has been much lower than in the above state.

Since then neither the economic condition, the distribution of population, nor the social composition, is sufficient cause for the relatively low status of secondary schools in this state, the real cause must be sought in the social attitude of the people toward this particular type of education and institution. It would seem upon the whole that the parents or guardians of the youth in this state are not as much interested in the secondary education of their children as those of most other states. Nor is the community as a whole as vitally interested in the institution of

secondary education as other communities. It is not the intention to go into this matter any further here, and yet it might be well to suggest the fact that the school laws of this state never mention such an institution as the high school, while in most other states the members of the district school boards are constantly exposed to the unconscious influence wrought by the attitude of state as expressed in these laws.

CALIFORNIA: The increase in the number of high schools in California from 1897 to 1906 has been very great, rising from 71 to 128, which makes an increase of 80 per cent. In addition to this the number of city high schools increased from 15 to 23, or 73 per cent. In view of the fact that a part of the increase in the number of city high schools was due to the passing of certain towns into the city class, it appears that at least 60 new high school districts were created during the nine years.

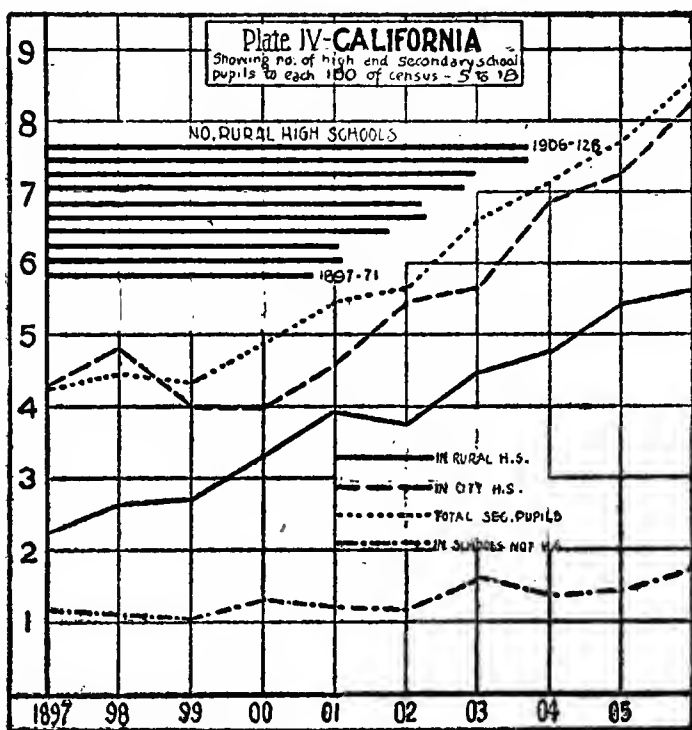
The increase in the average number of teachers employed to the school in rural high schools has also been remarkable, rising from 2.8 in 1897 to 4.8 in 1906. The number of one teacher high schools has decreased from 12 to 1 per cent. of the whole, and the number of two teacher high schools has decreased from 46 to 6 per cent. of the remainder.

The increase in aggregate enrollment has also been remarkable, amounting to 127 per cent. in the case of the total secondary enrollment, 134 per cent. in the case of cities, and 147 per cent. in the case of rural districts. The relative increase based upon census, 5-18, has been for all secondary pupils 101 per cent., for pupils in city high schools 93 per cent., and for pupils in rural high schools 152 per cent.; while for secondary pupils in all types of schools other than high schools there has also been a relative increase of 47 per cent.

The accompanying curves show that the rapid increase in relative enrollment began in 1899-1900. It has also been pointed out that the relative increase in secondary pupils was, for the six year period beginning with 1891, much slower. The first large increase in the number of rural high schools also occurred in 1899-1900. This was the period of public agitation for the purpose of securing legislation leading to the state aid of secondary education. In the early part of the year 1901 the legislature submitted the constitutional amendment which legalized the levying of a state tax for the support of high schools. In 1902

the amendment was adopted by a very large majority. In 1903 the act providing state aid was passed.

The large relative increase in the enrollment in rural high schools was probably largely due to two factors as follows: first, the increase in the number of rural high schools due to the substantial state aid offered, and the awakened public sentiment in favor of secondary education brought about by the agitation



of the question and the appearance of the high school tax item upon the tax receipts; second, the favorable public sentiment which reacted upon the individuals and caused them to make greater efforts and sacrifices to keep their children in school beyond the elementary school age. The comparatively large relative increase in the enrollment in city high schools was also due to two factors; first, the awakened public sentiment; second, the throwing of their doors open to all comers without any tuition

charge from 1903 to 1905, and then, only with such a charge as they saw fit to make not in excess of the actual cost of instruction less the amount received from the state upon account of each pupil in attendance.

Even the curve representing the relative enrollment in secondary schools other than high schools shows the effect of the awakened public interest in secondary education.

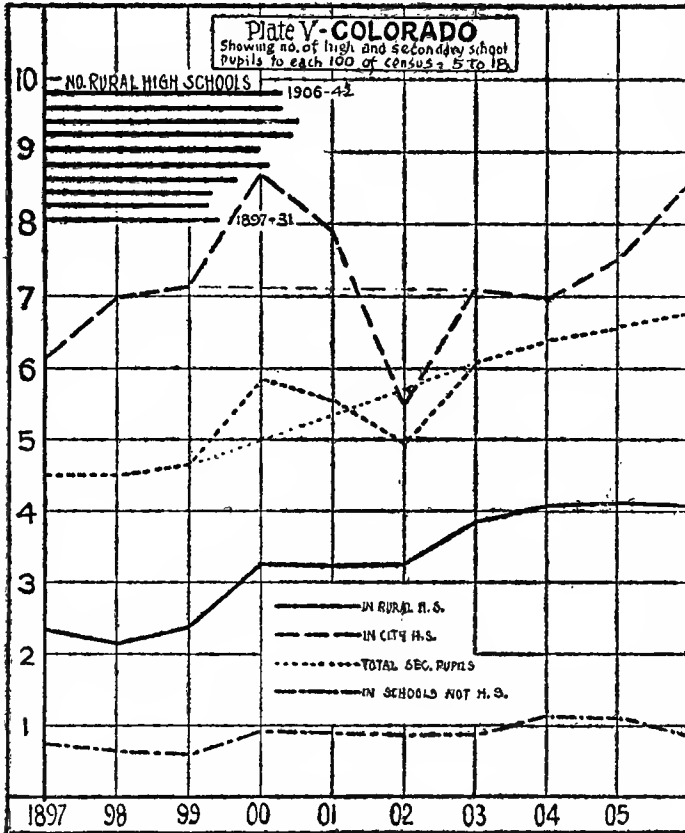
The legislative acts of California together with the accompanying favorable public sentiment has resulted; first, in a great spread of high schools over her territory; second, in a great relative increase of enrollment in those schools; third, in an increased efficiency as measured by the addition of many and better teachers.³

COLORADO: The number of high schools in this state increased from 31 to 42, or 35 per cent. in the nine years under consideration. There was, however, a much larger increase in the average number of teachers per school in the rural high schools, the average rising from 3.0 to 4.3. The relative number of one teacher high schools decreased from 19 to 4 per cent. of the whole, and the relative number of two teacher high schools decreased from 32 to 15 per cent. of the remainder.

The curves of average enrollment in high schools show a great irregularity during the period from 1899-1900 to 1902-3. This irregularity is due to the fluctuation of census for the successive years, and to some extent to the opposite fluctuation of high school enrollment. This fluctuation of census and high school enrollment was no doubt largely due to the shifting of the population and the financial condition brought about by the industrial upheaval, which resulted from the prolonged struggle

³Nearly one-half of the area of California has an average of less than 2 inhabitants per square mile, nearly one-fourth has an average of from 2-6, approximately three-sixteenths has from 6-18, about one-seventeenth has from 18-45 and the remainder has from 45-90. The distribution of population is not, however, as disadvantageous to the support of the high schools as might appear from the above, since a large number of the people in the sparsely settled districts dwell in villages and small towns. About 24 per cent. of the population is engaged in agriculture, about 25 per cent. in mining and manufacture, and about 22 per cent. in trade and transportation. Nearly 27 per cent. of the population is foreign born or colored; this foreign element is relatively well dispersed through the native population.

between the capital and labor elements in the state. Naturally the cities show the result of this to a greater extent than the rural communities, since the rural high schools are largely located in agricultural regions. The increase in the relative enrollment of all secondary pupils is much more regular, showing



a large decrease only in 1902. This break in the regularity of the curve is due to a large increase in the estimated census, 5-18, and a considerable falling off in the relative increase of high school enrollment, particularly in the cities. The increase in census, 5-18, in cities was 34 per cent., and the increase in census, 5-18, in rural communities was 15 per cent. The gross increase in the number of secondary pupils enrolled in all types

of schools was 83 per cent., the increase of enrollment in city high schools was 88 per cent., and the increase of enrollment in rural high schools was 100 per cent. The relative increase in the number of secondary pupils enrolled in all types of schools was 50 per cent., the relative increase in the enrollment in city high schools was 39 per cent., the relative increase in enrollment in rural high schools was 73 per cent., while the relative increase in the number of secondary other than high school pupils was but 11 per cent.

It seems then that the spread of high schools in the state for the period under discussion has not been very great, when we take into consideration the great increase of wealth in the state and the comparatively small number of such schools already established. The curves show a fairly large increase in the relative number of secondary pupils in the state and particularly in the rural high schools, while there has been but a very slight increase in the relative enrollment of secondary other than high school pupils.

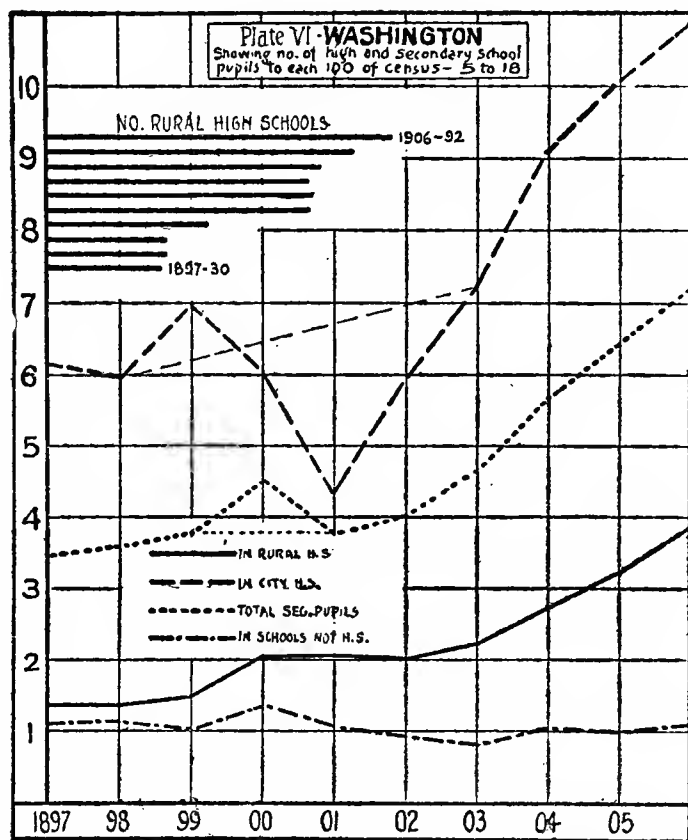
It would appear that the time is ripe in Colorado for the state to assume a part of the burden of secondary education in the poorer and less densely populated regions. The showing of the relative numbers enrolled in rural and city high schools would warrant this statement. Relatively less than half as many of the rural youth as of the city youth are in high schools.

WASHINGTON: The increase in the absolute number of high schools in Washington has been, for the nine years under consideration, remarkable, rising gradually from 30 in 1897 to 43 in 1900, and then suddenly increasing to 70 in a single year. The increase was regular from this time with the exception of a slight falling off in 1903, which was probably due to the legisla-

⁴About 21 per cent. of the people of the state are engaged in agriculture, about 17 per cent. in manufacture, about 13 per cent. in mining, and about 22 per cent. in trade and transportation. About one-half of the area of the state has less than 2 inhabitants per square mile, about two-fifths has from 2-6 inhabitants per square mile, about three-fortieths 6-18 inhabitants per square mile, and the remainder, or one-fortieth, 18-45 inhabitants per square mile. The mining population is, however, quite largely grouped into towns of considerable size, and the agricultural population is, in a large part of the region, fairly well massed. The foreign population is not exceptionally large and is fairly well distributed, and is mostly engaged in agriculture and mining.

tive act which placed a minimum requirement upon the number of pupils that constituted a year grade. The gross increase for the period amounted to 206 per cent.

The average number of teachers to the school in rural high schools has increased from 1.8 to 2.6, or 44 per cent., while the



relative number of one teacher rural high schools has decreased from 43 to 32 per cent. of the whole, and the relative number of two teacher high schools has decreased from 64 to 43 per cent. of the remainder.

With the exception of a minor fluctuation the relative enrollment in city high schools slightly dropped, up to and including the year 1902, when it rose regularly and very rapidly to an

enormous height. The relative enrollment in rural high schools increased very slowly for two years, then rapidly for one year, then decreased slightly up to and including 1902, when it rose rapidly and regularly to the end of the period. With a minor fluctuation, the relative number of secondary pupils enrolled in all types of schools rose slowly up to and including the year 1902, thence very rapidly up to and including the year 1906, while the relative number of secondary pupils enrolled in other than high schools decreased very slightly.

The increase in census, 5-18, was for cities 120 per cent., and for rural communities 22 per cent. The gross increase in the total number of secondary pupils in the state was 196 per cent., the gross increase in enrollment in city high schools was 289 per cent., and the gross increase of enrollment in rural high schools was 247 per cent.

The relative increase in the number of secondary pupils enrolled in all types of schools was 107 per cent., the relative increase in high school enrollment in cities was 77 per cent., and the relative increase in enrollment in rural high schools was 183 per cent., while there was a slight relative decrease in the enrollment of all secondary schools other than high schools.

It appears then, that in this state a very great increase in the spread of high schools has occurred, which is no doubt in large measure due to the state aid given to them. In considering this fact it must be remembered, however, that almost a third of these schools employs but one teacher. The proportion of one teacher high schools has, however, in the last nine years materially decreased. The proportion of individuals enrolled in secondary schools is at present quite high, the proportion enrolled in rural high schools is rather low, but the proportion enrolled in city high schools is remarkably high. There is nothing to my knowledge in the legal status of these schools that will explain this latter fact, nor is there anything to explain the sudden prolonged upward inclination of the curve representing this enrollment for the four years ending 1906. It seems that the explanation of this condition must be due, either to a change in the social composition of the cities, to a very great social awakening, to the fact that the people of the surrounding rural regions are sending their children into the cities to secure the advantages of the

secondary education offered there, or indeed to all of these factors.

The curves for this state show clearly that the secondary education is in a rapid stage of evolution. The enrollment in the high schools of the cities is relatively far in advance of the enrollment in the rural high schools, but the relative increase in enrollment in the rural districts for the last nine years has greatly exceeded that of the cities. This condition may be found in any of the commonwealths in this particular stage of their development.⁵

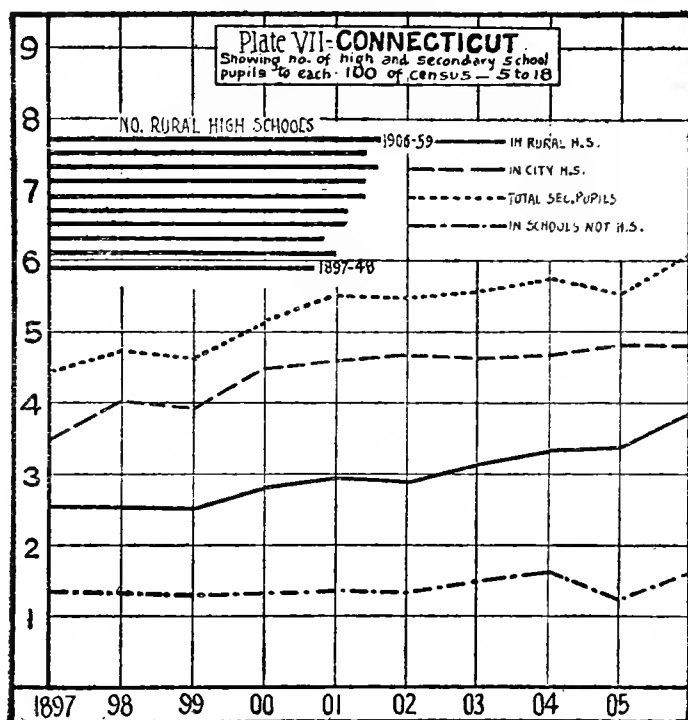
CONNECTICUT: The number of city high schools in the state seems to have varied greatly in the successive years under consideration. This was doubtless due to the fact that at least five or six of the schools were located in towns that were continually passing back and forth from the rural to the city lists. To secure the actual increase of high schools in rural communities it will be necessary to assume a stable number of high schools for cities. Assuming then, that there are 16 city high schools we have for the period an increase of 10 rural high schools or, expressed in different terms, an increase of about 21 per cent.

The average number of teachers to the school in rural high schools has increased from 2.5 to 3.2 or 28 per cent. The relative number of one teacher high schools has decreased from 29 to 24 per cent. of the whole, and the number of two teacher high schools has decreased from 47 to 22 per cent. of the remainder.

The gross increase in the census, 5-18, was, for cities 22 per cent., and for rural communities 8.9 per cent. The gross increase in the number of secondary pupils enrolled in all types of schools in the state was 59 per cent.; and the gross increase of pupils in high schools was, for the cities 71 per cent., and for the rural communities 65 per cent. The relative increase in the

⁵About 27 per cent. of the population of Washington is engaged in agriculture, a little more than 20 per cent. is engaged in manufacture, about 5 per cent. is engaged in mining, and about 18 per cent. is engaged in trade and transportation. About one-third of the area of the state has less than 2 inhabitants per square mile, about four-ninths has from 2-6 inhabitants per square mile, about one-fifth has from 6-18 inhabitants per square mile, while the remainder or only about one forty-fifth of the area has from 18-45 inhabitants per square mile. About 25 per cent. of the population is either foreign born or colored. This foreign element is to be found largely in or about the cities.

number of secondary pupils enrolled in all types of schools in the state was 34 per cent.; and the relative increase of pupils in high schools in cities of the state was 40 per cent., and the relative increase of pupils in rural communities of the state was 51 per cent., while the relative increase in the number of secondary pupils enrolled in schools other than high schools was 18 per cent.



The laws providing for the reimbursement of tuition went into effect in this state in 1897-8. Up to 1901 the state provided but two-thirds the amount of the tuition up to and including \$30.00 for each pupil. The operation of the law was limited to towns with a tax list of \$900,000.00 or less. In 1903 free transportation with state reimbursement to the extent of one-half the amount expended up to \$20.00 for each pupil was provided for by the legislature.

The curves of relative high school and secondary school attendance show, in general, no great effect of this legislation if

indeed they show any such effect. For the four years preceding the period under consideration the relative number of secondary pupils in schools of all types slightly decreased. There is a considerable rise in both the absolute and relative attendance in 1900, but this period does not coincide definitely with any legislation. There is of course no question but that a portion of the increase is due to these laws but how great the influence has been would be difficult to estimate.

In view of the density of population, its distribution and the wealth of the state, it would seem that the status of secondary education is rather low. The degree of efficiency of the rural high schools, as measured by the number of teachers employed, has somewhat increased during the period under discussion. Taking into consideration the area of the state and the size, density, and distribution of the population, the number of rural high schools is much too small, and their spread as measured by the increase of rural high schools has not been very great during the period under consideration. This latter is probably the greatest factor underlying the relatively low status of the relative enrollment in rural high schools.⁶

VERMONT: The number of high schools in Vermont has increased in the nine years from 49 to 70, or 42 per cent. This has been a fair increase when we take into consideration the distribution of population and wealth. The average number of teachers to the school in rural high schools has but slightly increased, rising only from 2.4 to 2.5, or 4 per cent. The relative number of one teacher high schools has increased from 20 to 30 per cent. of the whole, while the relative number of two teacher high schools has only decreased from 46 to 42 per cent. of the remainder.

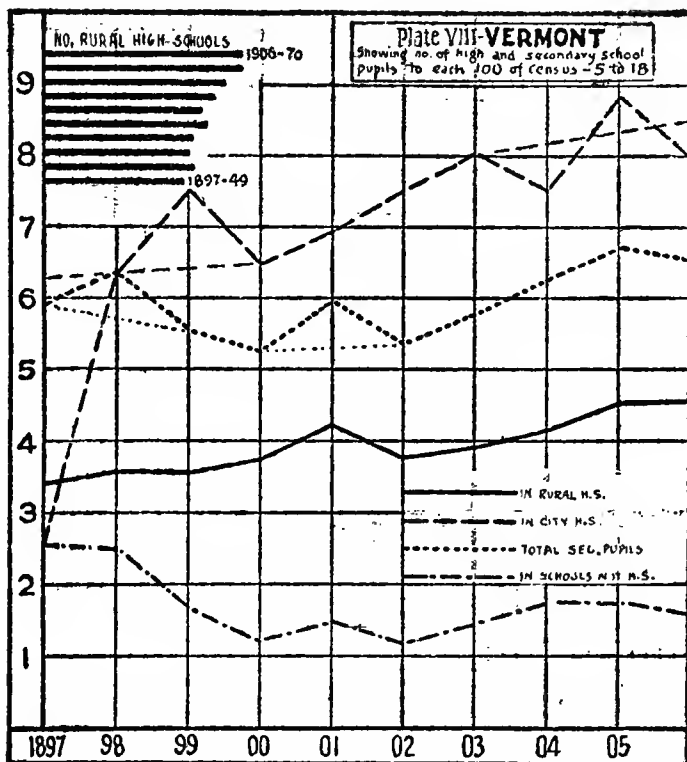
Taken as a whole the increase in the enrollment in secondary schools both absolute and relative has been rather small. The curve for city schools shows a considerable slope, but the relative proportion of the population dwelling in cities is exceptionally

⁶The population is very dense in Connecticut, averaging about 155 individuals per square mile. Relatively speaking this population is very evenly distributed over the territory. About 28 per cent. of it is either foreign born or colored. This foreign element is also well distributed. About 12 per cent. of the people are engaged in agriculture, about 46 per cent. in manufacture, and about 19 per cent. in trade and transportation.

low so that the effect upon the curve for general attendance is rather small. On the other hand the curve representing the enrollment in schools other than high schools shows a decided relative decrease. The statistics for cities for the year 1897 are so irregular that we shall ignore them in presenting the absolute and relative increases of census and enrollment for the period, so that the figures to follow will apply only to the last eight years in the case of such cities. These figures are then as follows: The absolute increase in census, 5-18, was, for cities, 31 per cent., and for rural communities, 2 per cent. The absolute increase in the number of secondary pupils enrolled in all types of schools was 18 per cent., and the absolute increase in the number of high school pupils was, for cities, 66 per cent., and for rural communities, 36 per cent. The relative increase in the number of secondary pupils enrolled in all types of schools was 10 per cent.; and the relative increase in the number of high school pupils was, for cities, 26 per cent., and for rural communities, 33 per cent. During the same period the relative number of pupils enrolled in schools other than high schools decreased 37 per cent.

Referring to the curves of secondary and high school attendance, we find that the curve representing the total relative number of secondary pupils in the state dips in the centre, reaching its lowest ebb about the year 1901. This decline in relative numbers began in 1894, as is suggested by the note accompanying the statistics for the state. Up to 1902 the curve representing relative high school enrollment in rural communities shows but a slight increase in elevation; at this point, however, it began to increase its slope much more rapidly. The curve for total secondary enrollment also began to increase its slope rapidly at this point. The curve representing the enrollment in secondary schools other than high schools also shows a slight tendency to increase its slope. The curve representing relative enrollment in city high schools began to increase its slope more rapidly in 1900. The relative proportion of pupils and the relative proportion of the population in the cities is however so small that the increase in relative enrollment in these cities does not affect the general increase for the state very greatly. Taking the foregoing into consideration it would seem that the universal compulsory tuition law of 1902 has had a stimulating effect upon the secondary school attendance in the state.

To sum up, then, the increase in the number of rural high schools has been fairly large, but their efficiency, as measured by an increased teaching force has not improved much, and the increase in the enrollment has been very small, when we take into consideration the status of the attendance at the beginning of



the period. It is probable that the relative increase in the number of secondary pupils will in the near future be small, unless something is done to equalize more nearly the economic burden attendant upon the establishment of an increased number of rural high schools, and an increased efficiency in those already established.⁷

⁷The state of Vermont is, as a whole, rather thickly populated. This population is mostly irregularly scattered over the territory. The foreign element is, however, comparatively small and distributed fairly well with

NEW HAMPSHIRE: The number of rural high schools in the state has only increased from 46 to 48, or 4 per cent., and the number of city high schools has only increased from 6 to 9. On the other hand the average number of teachers to the school in rural high schools shows a fair increase rising from 2.3 to 2.9, or 26 per cent.; while the relative number of one teacher high schools has decreased from 34 to 16 per cent. of the whole, and the relative number of two teacher high schools has decreased from 43 to 40 per cent. of the remainder.

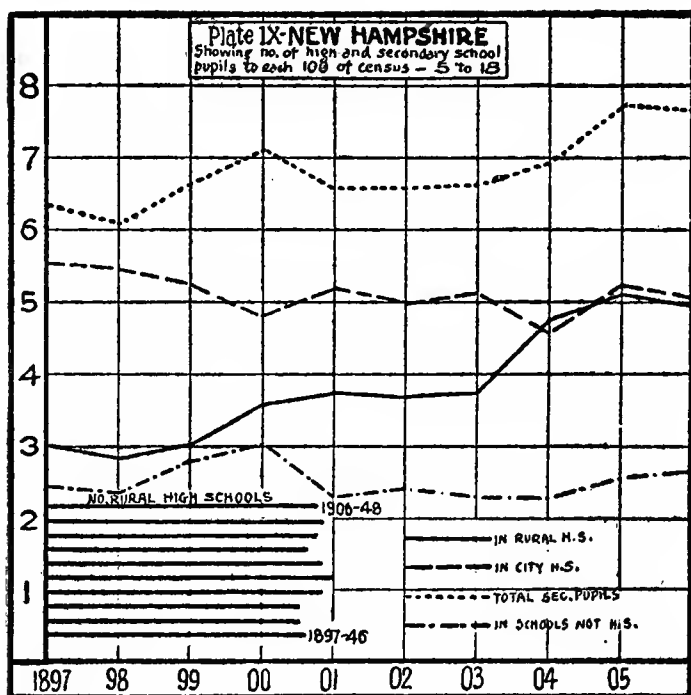
There is apparently something the matter with the statistics of high school enrollment for the year 1897, the city enrollment being much too low and that of the rural communities much too high, while the census statistics show no great variation. After a careful study of the statistics as a whole, together with a scrutiny of the accompanying curves, it was decided in order to make up the necessary analysis to add 400 to the enrollment for cities, and subtract the same from that of the rural communities for the year in question. With this correction the following figures were worked out. The correction is also placed in the accompanying plate of curves.

The census, 5-18, increased 42 per cent. in cities and decreased 14 per cent. in rural communities. The absolute increase in the number of secondary pupils in the state was 79 per cent.; and the absolute increase in the enrollment of high school pupils was, for cities 28 per cent., and for rural communities 41 per cent.

The relative increase in the number of secondary pupils enrolled in all types of schools was 20 per cent.; the relative increase in the number of pupils enrolled in all types of schools other than high schools was 8 per cent.; the relative increase in enrollment in high schools in rural communities was 63 per cent., while there was a decrease of 9 per cent. in the relative enrollment in high schools in cities.

New Hampshire is the only state under consideration which actually shows a decrease in the relative enrollment in high schools in the cities. It is impossible with the information at hand to find any explanation of this. The relative enrollment in rural high schools shows on the other hand a substantial though a tendency to concentration in the north central region. About 37 per cent. of the people are engaged in agriculture, about 25 per cent. in manufacture and about 14 per cent. in trade and transportation.

somewhat irregular increase; the irregularities in the curve are largely due to variations in census. The curve shows no immediate effect of the compulsory tuition law of 1901, the distinct increase in slope beginning in 1903-4. Upon the whole the relative increase in the number of secondary pupils has been fair. An unusual proportion of these pupils are, however, enrolled in



other than high schools. Some advance has been made in the matter of efficiency as measured by the increase in the relative number of teachers employed in rural high schools, but there has been practically no increase in the spread of high schools in the state.⁸

⁸Most of the area of the state has a population of from 18 to 45 inhabitants per square mile, a small portion in the north, probably one-fifth of the total area, has but from 6 to 18 inhabitants per square mile. The foreign population is not exceptionally large, being about 22 per cent. of the whole. It is mostly to be found in the extreme north and south

MICHIGAN: The number of rural high schools in this state has increased during the nine years from 257 to 359, or 39 per cent. When we take into consideration the number already established the increase has been very great, the actual spread being measured, of course, by the absolute increase which was 102. On the other hand the average number of teachers to the school in rural high schools has increased but very slightly, rising only from 2.7 to 2.8, or less than 4 per cent. At the same time the relative number of one teacher rural high schools has increased from 19 to 24 per cent. of the whole, and the number of two teacher rural high schools has increased from 35 to 40 per cent. of the remainder. Thus the relative efficiency of these schools as measured by the number of teachers employed has decreased.

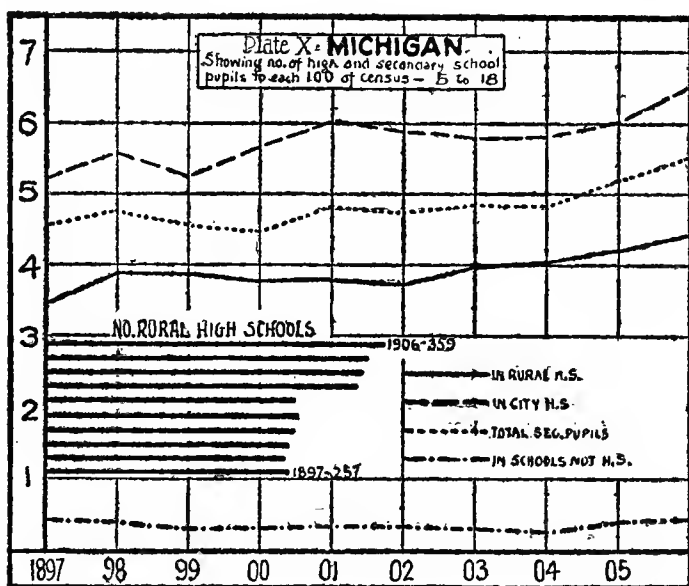
The increase in the number of census children, 5-18, has been for cities 20 per cent., and for rural communities 8 per cent. The absolute increase in the number of secondary pupils in all types of schools has been 35 per cent.; the absolute increase of enrollment in high schools has been, for cities 51 per cent., and rural communities 31 per cent.

The relative increase in the number of secondary pupils has been 21 per cent.; and the relative increase in the number of high school pupils has been for cities 25 per cent., and for rural communities 20 per cent.; while the relative number of secondary other than high school pupils has remained about the same.

To sum up, there has been during the period under consideration a very great spread of high schools in the state; the enrollment in the secondary schools has increased very much slower than in the preceding six years, as suggested in the note printed with the statistics for the state; and the actual efficiency of these schools measured by the relative number of teachers employed has decreased. The fact that the relative increase of enrollment in cities has been greater than in rural districts, in disregard of the fact that the number of rural high schools has increased enormously, while the rural population has only increased slightly,

portions of the state. In the thinly populated northern region about one-half of the inhabitants are foreign. About 22 per cent. of the population is engaged in agriculture, about 43 per cent. in manufacture, and about 13 per cent. in trade and transportation.

must inevitably lead to the conclusion that there has been little growth in the positive public sentiment toward secondary education in the nonurban regions of the state. This may be partially due to the fact that there are only 12 township high schools in the state, all of the others being district schools which charged tuition to all nonresident pupils whose parents or guardians had to meet these obligations individually. Free tuition may however be provided by the various districts hereafter. It would seem

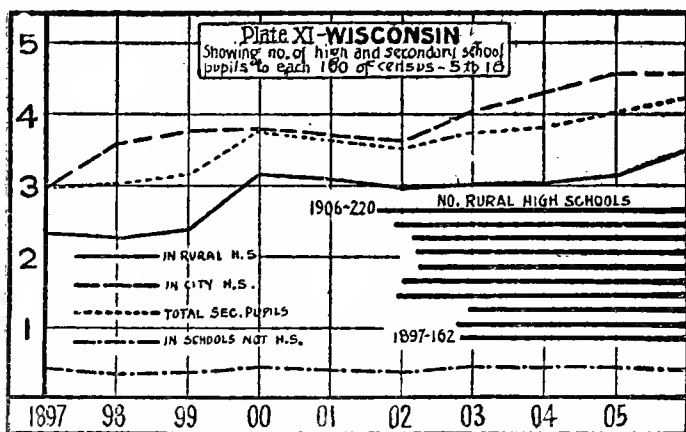


that a compulsory tuition law with partial or complete state aid might do wonders in this state. A small state subsidy would also work to increase the efficiency of such schools as are already established, besides gradually creating others in the more remote districts of the state.⁹

⁹About 30 per cent. of the area of the state has from 6-18 inhabitants per square mile, about 45 per cent. has from 18 to 45 inhabitants per square mile, and the remainder, or 25 per cent., has from 45 to 90 persons per square mile. About 24 per cent. of the population is foreign, and this foreign element is rather evenly scattered over the territory. About 33 per cent. of the population is engaged in agriculture, 22 per cent. in manufacture, 3 per cent. in mining, and 17 per cent. in trade and transportation.

WISCONSIN: The number of rural high schools in Wisconsin has increased during the nine years from 162 to 220, or 35 per cent., and the number of city high schools has also increased 7, making a total increase of 65, which largely represents the spread of high school opportunities in the state. The increase in the number of rural high schools from 1899 to 1900 was 50 of which 48 appeared upon the list for the first time. Apparently no change occurred in the legal status at this period which would explain this large increase.

The relative efficiency of these schools, as measured by the average number of teachers to the school in rural high schools,



and the relative decrease of one and two teacher high schools, shows a decided improvement. The average number of teachers has increased from 2.6 to 3.5, or 34 per cent., the relative number of one teacher high schools has decreased from 19 to 1.8 per cent. of the whole, and the relative number of two teacher high schools has decreased from 41 to 28 per cent. of the remainder.

The increase in census, 5-18, has been, for cities 24 per cent., and for rural communities 1.8 per cent. The absolute increase in the number of secondary pupils enrolled in all types of schools has been 56 per cent.; and that of high schools has been, for cities 93 per cent., and for rural communities 52 per cent.

The relative increase in the total number of secondary pupils has been 45 per cent.; and the relative increase of high school

pupils has been, for cities 54 per cent., and for rural communities 49 per cent.; while the relative number of pupils enrolled in schools other than high schools has remained about the same.

The curve for relative high school enrollment in rural communities shows a sudden rise for 1900, and also carries with it the curve of relative enrollment in all types of schools. This is in large part due to the increased enrollment in rural high schools which is no doubt largely the result of the great increase in the number of such schools. The free tuition law practically went into effect in 1903, and the slight increased tendency of the curve for relative rural high school enrollment to rise in the last two years of the period, may be, and probably is, partially due to this fact.

The relatively low status of high schools in cities of Wisconsin, as measured by the enrollment in them, cannot, upon the whole, be attributed to any factor other than social attitude. Compared with that of cities, the status of rural high schools is very good, when we take into consideration the distribution of population and wealth in the state. The amount of direct state subsidy given to these schools has been insufficient in the past to greatly increase their spread in such a territory, but it has evidently aided greatly in the improvement of their efficiency. The act of 1903 relating to township high schools will in all probability work to increase their extent of distribution.¹⁰

MINNESOTA: The growth in the number of rural high schools in this state has for the nine years been very great, increasing from 88 to 160, or 81 per cent. Thus it appears that the actual spread of these schools as measured by numbers has been very large. This result is not surprising when we take into consideration the fact that Minnesota gives a very large state subsidy to such schools as meet the requirements of the state authorities. Not only does the effect of the state aid show in the increase for the total period, but a reference to the plate representing high school development for the state will show that the increase of the

¹⁰About 34 per cent. of the area of Wisconsin has but from 6 to 18 inhabitants per square mile, about 48 per cent. but from 18 to 45, and about 18 per cent. from 45 to 90. About 25 per cent. of the population is foreign born. This element is well distributed through the native population. About 37 per cent. of the people are engaged in agriculture, 24 per cent. in manufacture, and 14 per cent. in trade and transportation.

amount of state subsidy from \$800 in 1900 to \$1,000 in 1901, and the subsequent increase to \$1,500 in 1903 appears to have affected definitely the lengths of the lines representing the relative increase in the numbers of such schools, for these years. It will be remembered that the Minnesota act requires no definite financial obligation upon the part of the community establishing such a school.

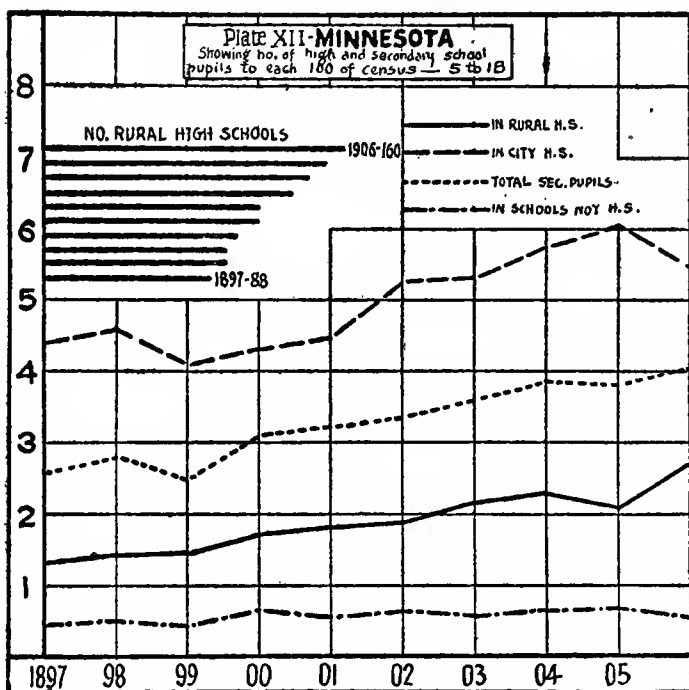
The average number of teachers per school in these rural high schools has increased from 2.8 to 3.8, or 35 per cent. At the same time the relative number of one teacher high schools has decreased from 5.6 to 0.6 per cent. of the whole, and the relative number of two teacher high schools has decreased from 40 to 8.8 per cent. of the remainder. Thus it will appear that though the state makes no financial requirement of the communities establishing these schools, the requirements of the standard established under the law has resulted in greatly increasing their efficiency. These schools are all measured by the standard of university requirement.

The increase in the approximate census, 5-18, has been, for cities 37 per cent., and for rural communities 15 per cent. The absolute increase in the number of secondary pupils enrolled in all types of schools has been 92 per cent.; and the absolute increase in the number of high school pupils has been, for cities 67 per cent., and for rural communities 133 per cent.

A reference to the plate of high school development for the state will reveal a great decline in the curve for relative enrollment of high school pupils in cities for 1906. The cause of this is due to a sudden and large increase in the approximate census, 5-18, for cities. Since the statistics end here it is impossible to tell whether this represents an error due to a mistake of the census office in estimating the population for that year, or whether the estimates of the preceding years were too low. This being the situation, it will probably be best to give the relative increase for this item both in terms of the first eight years, and the full nine years. The relative increase in the number of secondary pupils enrolled in all types of schools has been 56 per cent.; and the relative increase of high school pupils has been, in cities, for eight years 36 per cent., in cities, for nine years 23 per cent., and in rural communities 101 per cent.; while the relative

increase in enrollment of secondary pupils other than high school pupils has been, for eight years 51 per cent., and for nine years 7 per cent.

The status of high schools in the cities of the state is not exceptionally high and the relative increase in the enrollment in the term of years under consideration has at best been relatively rather low. The cause of this must again be sought largely in



a lack of public sentiment. The status of these schools in rural communities as measured by relative enrollment is also very low, but this is undoubtedly due to at least three factors as follows: first, there are probably many one, two and three year high schools in the state that receive aid as graded schools, and which are not reported in the foregoing list; second, the wide distribution of population makes it difficult to establish and maintain four year high schools in many communities; third, there is evi-

dently a lack of favorable public sentiment in many of the rural communities.¹¹

OHIO: The number of rural high schools of this state has increased in the period under consideration from 531 to 781 or 47 per cent. This is an enormous development: the spread of such schools as measured by the absolute increase in numbers, which was 250, has certainly been very great. On the other hand the relative efficiency of these schools as measured by the teachers employed has largely decreased. There has been no gain in the average number employed, to the school, and the number of one teacher high schools has increased from 41 to 45 per cent. of the whole, while the number of two teacher high schools has increased from 53 to 85 per cent. of the remainder.

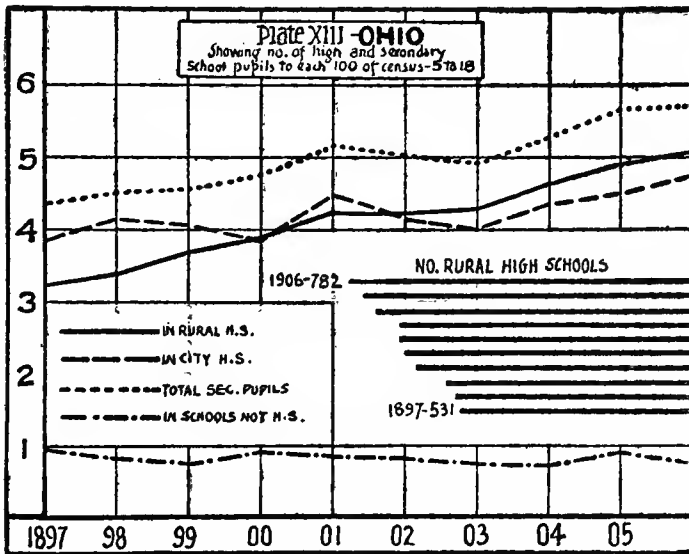
There has been an increase, in cities, of 27 per cent., in the census, and a decrease in rural communities of 3.8 per cent. The absolute increase in the number of secondary pupils enrolled in all types of schools has been 41 per cent.; and the absolute increase in the pupils in the high schools has been, for cities 54 per cent., and for rural communities 51 per cent.

The relative increase in the number of secondary pupils in the state has been 31 per cent.; and the relative increase in the number of high school pupils has been for cities 20 per cent., and for rural communities 57 per cent.; while there has been a relative decrease of 20 per cent. in the relative number of pupils enrolled in secondary schools other than high schools.

A reference to the curves representing relative high and secondary school enrollment for the state will show that their inclination upward is considerably increased after 1903. This is probably largely due to the fact that the legislature passed a compulsory tuition law the preceding year.

¹¹About 50 per cent. of the area of the state has but 6 to 18 or less inhabitants per square mile, about 48 per cent. has but 18 to 45 inhabitants per square mile and not to exceed 2 per cent. has from 45 to 90 inhabitants per square mile. Thirty per cent. of the population is of foreign birth. This element is distributed all over the territory much as the native population, but with a slight tendency to accumulate in the regions of the cities. About 40 per cent. of the population is engaged in agriculture, 17 per cent. in manufacture, less than 2 per cent. in mining, and 17 per cent. in trade and transportation.

The general status of secondary education in this state is upon the whole rather low when we take into consideration the age of the state, its wealth and density of population, and the distribution of these. The evenness of the distribution and composition of population is evidenced by the nearness of the two curves representing high school enrollment. There is apparently at present no need of an increased number of high schools in the state, but on the other hand there is a distinct need of



improvement in their quality as evidenced by the size of the teaching force in the larger part of them. A direct state subsidy to the poorer districts supporting these schools, the same to be graduated in an inverse relation to their wealth would, if a certain standard of efficiency were set, doubtless improve the status of secondary education in the state very much.¹²

¹²Almost the entire area of the state has from 45 to 90 inhabitants per square mile. The foreign born and negro population taken together does not exceed 14 per cent. of the whole, and this element is largely confined to the cities. About 27 per cent. of the people are engaged in agriculture, 28 per cent. in manufacture, 2 per cent. in mining, and 18 per cent. in trade and transportation.

INDIANA: The number of high schools in Indiana has increased 206, or 66 per cent. during the nine years. This represents a very large relative growth and also a great spread of secondary educational opportunities in the state. At the same time the relative quality of these schools has apparently decreased, the increase in the average number of teachers to the school being but 4.5 per cent., while the relative number of one teacher high schools has increased from 40 to 54 per cent. of the whole, and the relative number of two teacher high schools has increased from 44 to 56 per cent. of the remainder.

The increase in the approximate census, 5-18, has been, for cities 37 per cent., and for rural communities 6.3 per cent. The absolute number of secondary pupils enrolled in all types of schools has increased 65 per cent.; and the absolute increase of high school pupils has been, for cities 49 per cent., and for rural communities 82 per cent.

The relative increase in the number of secondary pupils in the state has been 48 per cent.; and the relative increase in the enrollment of high school pupils has been, for cities 8.3 per cent., and for rural communities 71 per cent.; while the relative increase of secondary other than high school pupils has been 27 per cent.

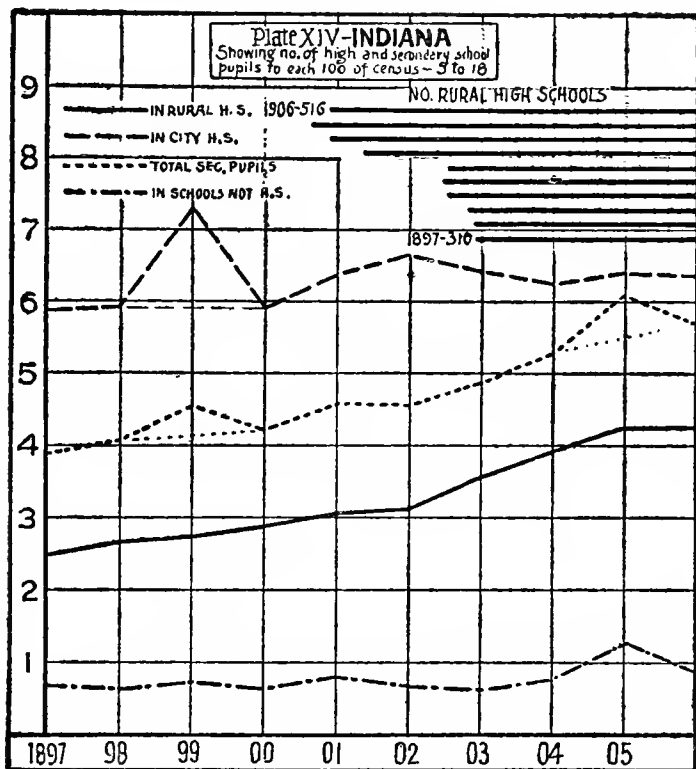
Turning to the plate of curves representing the status and growth of high schools in this state, we find in 1899 a great deflection of the curve of relative high school enrollment. This is due to a great reported increase in enrollment in these schools for the year. The following year the census reported for cities was unusually large and the high school enrollment had dropped back to its normal number. The curve for total secondary enrollment in the state also shows these deflections. It is probable that it would not have misrepresented the situation much if the points in question had been ignored in drawing each of these curves. The other deflections of the curves are also largely due to a great increase in the reported enrollment in secondary schools for the year 1905.

To sum up, there has been a very great extension of secondary educational opportunities in the state, as measured by the spread of rural high schools, but the efficiency in these schools, as measured by the relative number of teachers employed, has decreased.

As measured by relative enrollment, the status of city high schools was quite high in 1897, but the relative increase during

the period has been insignificant; while by the same measure the status of rural high schools was rather low in 1897, but there has been a substantial relative increase since that time.

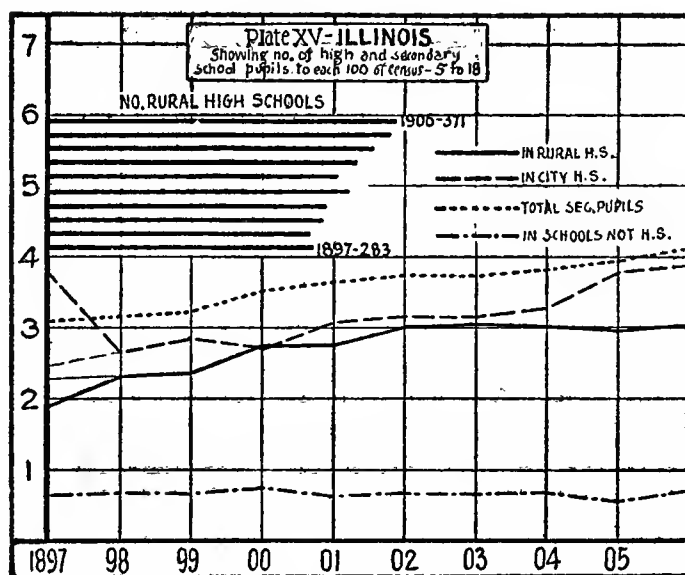
As in Ohio there is probably little need at the present time to increase the number of rural high schools in the state. The main problem now would appear to be their refinement, and this



can only be brought about by increasing their financial resources, hence the necessity for state aid to the poorer of them.¹⁸

¹⁸About 25 per cent. of the area of Indiana has from 18 to 45 inhabitants per square mile, and 75 per cent. from 45 to 90. This population is almost as dense and evenly distributed as that of Ohio. The foreign born and negro population taken together do not much exceed 8 per cent. This element is to be found largely in or about the cities of the state. Nearly 38 per cent. of the people are engaged in agriculture, 23 per cent. in manufacture, and 15 per cent. in trade and transportation.

ILLINOIS: The number of rural high schools in this state has increased in the nine years from 283 to 371, or 31 per cent. The spread of these schools is measured, however, by the absolute increase in numbers which was 88. The average number of teachers to the school has increased from 2.6 to 3.1, or 19 per cent.; and the relative number of one teacher high schools has increased from 20 to 21 per cent. of the whole, and the relative number of two teacher high schools has decreased from 44 to 36 per cent. of the remainder.



The statistics of census, and of secondary and high school enrollment seem, for some unknown reason, to be unreliable for the year 1897, so we shall not use them in measuring the development of high school enrollment in the state, but begin with the year 1898, thus using but the eight year period.

The increase in census, for the eight year period, was, for cities .7 per cent., and for rural communities 8 per cent. The absolute increase in the number of secondary pupils enrolled in all types of schools was 36 per cent.; and the absolute increase in the number of high school pupils was, for cities 47 per cent., and for rural communities 42 per cent.

The relative increase in the total number of secondary pupils in the state was 30 per cent.; and the relative increase in the number of high school pupils was, for cities 46 per cent., and for rural communities 31 per cent.; while there was no relative increase or decrease in the number of pupils in schools other than high schools.

As will be seen by the above figures and the accompanying plate representing high school development, the relative status of high and other secondary schools in the state was very low at the beginning of the period, and there has been but a comparatively slight improvement up to the present time. The relative enrollment in city high schools is particularly low. This, it is to be presumed, is on account of the fact that the city of Chicago is included. It is true that there has been a considerable increase in the number of rural high schools in the state, but these are evidently not very well attended. There has also been some improvement in the quality of instruction given in these schools, but this improvement has been slight when it is considered in connection with the relatively small number of high schools added to the list. At the present rate of increase it will take the rural high schools of the state eleven years to reach the present status of those of Indiana, and 17 years to reach the present status of those of Ohio.¹⁴

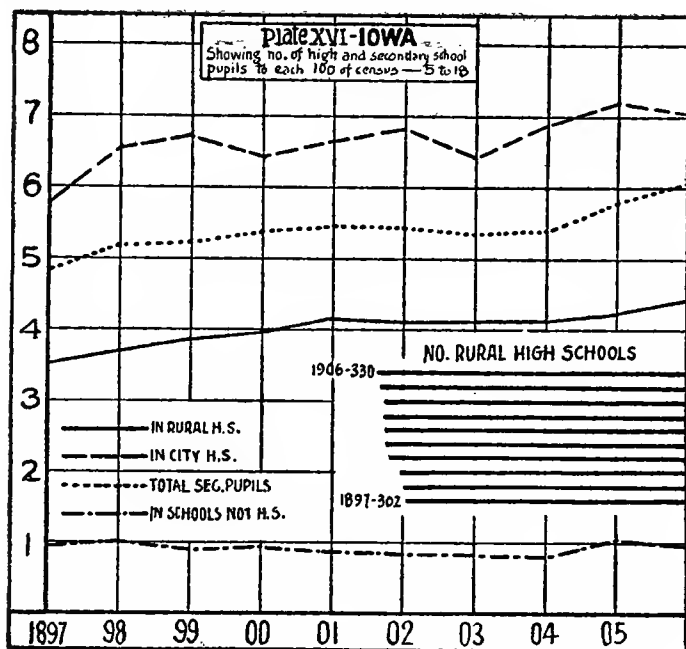
IOWA: The number of rural high schools has increased in this state from 302 to 330, or 9 per cent. The absolute increase for the nine years was 28. During the same period the average number of teachers employed to the school has increased from 2.7 to 3.3, or 22 per cent., while the relative number of one teacher high schools has decreased from 22 to 14 per cent. of the whole, and the relative number of two teacher high schools has decreased from 40 to 31 per cent. of the remainder.

There has been an increase of 18 per cent. in the census, for cities, and a decrease of 4.5 per cent. for rural communities.

¹⁴About 55 per cent. of the area of Illinois has a population of from 18 to 45 inhabitants per square mile, and about 45 per cent. has from 45 to 90 per square mile. The foreign born and colored population combined does not exceed 22 per cent. of the whole, and this element is largely confined to the cities, particularly Chicago. About 26 per cent. of the people of the state are employed in agriculture, 25 per cent. in manufacture, 2 per cent. in mining, and 22 per cent. in trade and transportation.

The absolute number of secondary pupils enrolled in all types of schools has increased 24 per cent.; and the absolute increase in the enrollment of high school pupils has been, for cities 43 per cent., and for rural communities 25 per cent.

The relative increase in the total number of secondary pupils in the state has been 24 per cent.; and the relative increase in the number of high school pupils has been, for cities 21 per



cent., and for rural communities 25 per cent.; while there has been no perceptible increase in the relative number of secondary other than high school pupils.

It will appear from the above and from the accompanying plate of curves for this state that the status of secondary education in the state is rather high, but that the relative increase of status as measured by the addition of high schools and enrollment has not been very great. On the other hand there has been a considerable increase in efficiency as measured by the number of teachers employed in rural high schools. Taking into consideration the composition of the population and its distribution, the

wealth, the great national wave of public sentiment, and the original status of rural high schools in the state, it would seem that a greater relative increase in their number and enrollment should have occurred. The great difficulty in this, as in many others of the Middle Western states, is the relative distribution of wealth and population, with the accompanying problem of support and transportation. A much greater development occurred in these schools the preceding six years.¹⁵

MISSOURI: The number of rural high schools in this state has increased during the nine years from 172 to 332, or 93 per cent. The actual spread of such high schools was the absolute increase in numbers or 160. The average number of teachers to the school has decreased from 2.5 to 2.2, or 12 per cent. The relative number of one teacher rural high schools has increased from 27 to 42 per cent. of the whole, and the relative number of two teacher schools has decreased from 53 to 42 per cent. of the remainder.

The number of census children has increased 18 per cent. in cities, and decreased 0.3 per cent. in rural communities. The absolute number of secondary pupils in the state has increased 42 per cent.; the increase in the absolute number of high school pupils has been, for cities 74 per cent., and for rural communities 83 per cent.

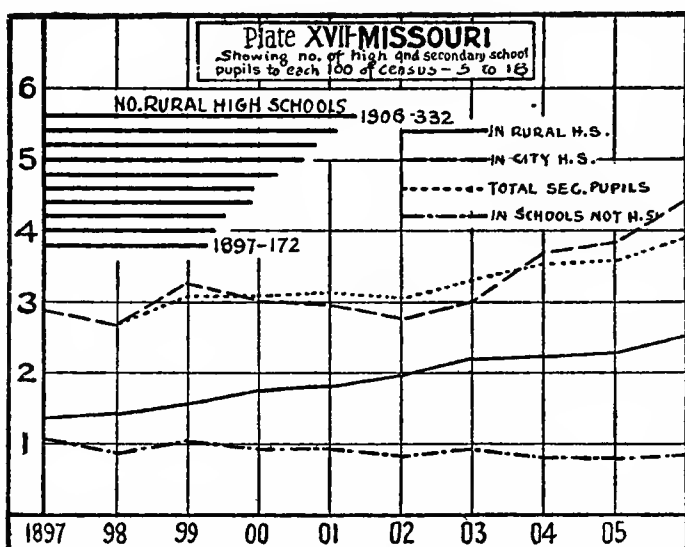
The relative increase in the number of secondary pupils enrolled in all schools has been 36 per cent.; and the relative increase in the enrollment in high schools has been, for cities 47 per cent., and for rural communities 83 per cent.; while there has been a relative decrease of 22 per cent. in the number of secondary pupils other than high school pupils.

The relative increase in secondary school enrollment for the preceding five years was just twice as great, being about 8 per cent. per year.

The relative status of secondary education in this state is certainly exceedingly low. The curve for relative enrollment

¹⁵No part of Iowa has a population of less than 18 inhabitants per square mile. Eliminating a few city areas the number of inhabitants varies from 18 to 45 individuals per square mile. The foreign born and negro population taken together does not reach 15 per cent. of the whole. This element is confined largely to the northern half of the state. About 47 per cent. of the people are engaged in agriculture, 14 per cent. in manufacture, 2 per cent. in mining, and 16 per cent. in trade and transportation.

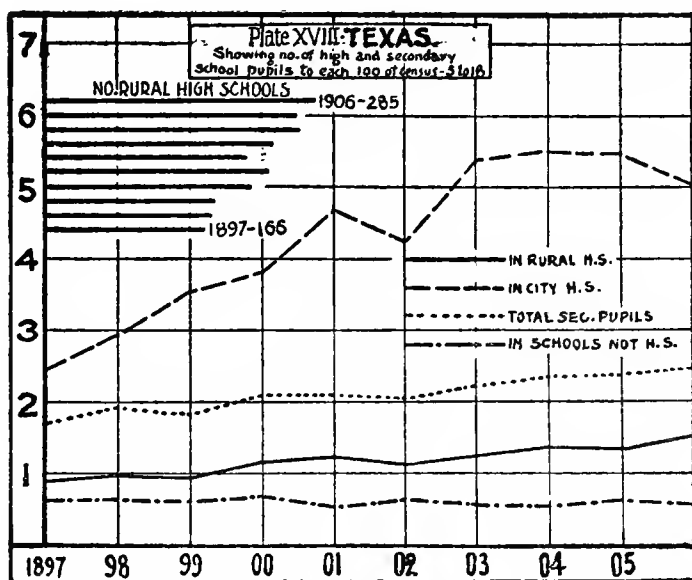
in secondary schools, as suggested elsewhere, showed a much greater inclination for the preceding five years; from 1897 to 1902 it shows but a very slight inclination from the horizontal, and then rises more rapidly for the remainder of the period. The curve of relative high school enrollment in cities shows an actual decline for the first five years and then rises slightly for the remaining four years. The curve of relative high school enrollment in rural communities shows a very regular rise for the whole period, and the curve of relative enrollment for schools



other than high schools shows a slight decline. The number of high schools has increased very rapidly, but their relative efficiency has apparently declined. Taking all these facts into consideration and the added fact that the present status is very low, it would seem that the rural high schools of the state are yet in the first stage of evolution, namely, that of increasing the gross number of schools, with an increasing tendency to pass into the second stage or that of increasing the relative enrollment.¹⁸

¹⁸Outside of the regions of Kansas City and St. Louis, practically the total area of Missouri has a population of from 18 to 45 inhabitants per square mile. The foreign born and negro population of the state taken

TEXAS: The absolute increase in the number of rural high schools was for the nine year period 119. These schools increased from 166 to 285, or 71 per cent. While the average number of teachers per school increased from 2.5 to 2.9 the first year, it decreased the next year to 2.2 where it remained until 1904, where there was an increase of one teacher per year. The average number of teachers seems, then, to have decreased 4 per cent. for the period. The relative number of one teacher



high schools has increased from 18 to 30 per cent. of the whole, and the relative number of two teacher high schools has increased from 41 to 49 per cent. of the remainder.

The census figures for both cities and rural communities seem to be somewhat unreliable, so that the following statement cannot be taken without modification.

The increase in census was, for cities 24 per cent., and for rural communities 11 per cent. The absolute increase in enroll-

together does not much exceed 12 per cent. The most of this element is to be found in and about the cities. About 41 per cent. of the people are engaged in agriculture, 16 per cent. in manufacture, 2 per cent. in mining, and 18 per cent. in trade and transportation.

ment in secondary schools was 64 per cent.; and the absolute increase in the number of high school pupils was, for cities 153 per cent., and for rural communities 87 per cent.

The relative increase in the number of secondary pupils was 45 per cent.; and the relative increase in the number of high school pupils was, for cities 104 per cent., and for rural communities 67 per cent.; while the relative decrease in the number of secondary, other than high school pupils, was 12 per cent.

Little may be said about the condition of secondary education in this state, except that it is in the first stages of evolution, as is evidenced by the fact that the relative high school enrollment in cities has increased very greatly, while such increase in rural high schools has been very much slower, though the original status of these schools was at the beginning of the period only about 36 per cent. as high as that of the city schools.¹⁷

KANSAS: The number of rural high schools in this state has increased from 164 to 216, the absolute increase being 52 and the relative increase being 31 per cent. The average number of teachers employed in these schools has decreased from 2.4 to 2.2, or 8.3 per cent., while the relative number of one teacher high schools has increased from 26 to 42 per cent. of the whole, and the relative number of two teacher high schools has decreased from 54 to 51 per cent. of the remainder.

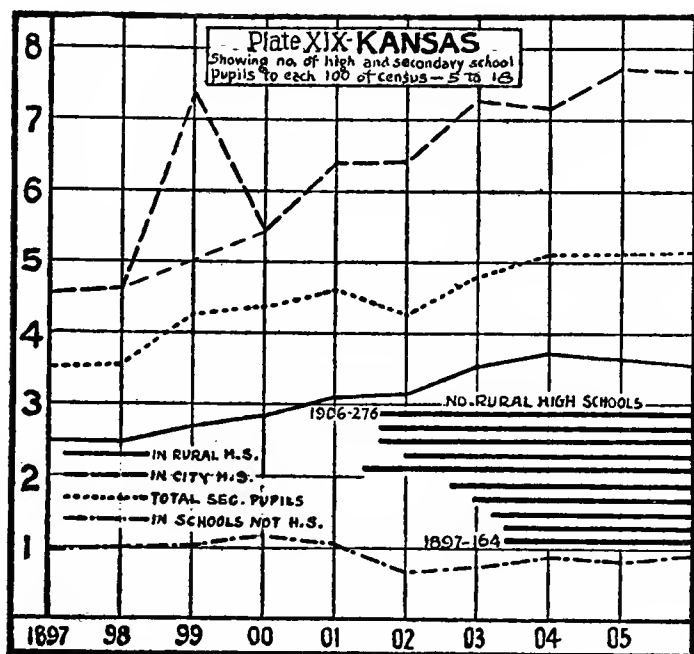
The census has increased 41 per cent. in cities, and 9.9 per cent. in rural communities. The absolute number of secondary pupils enrolled in all types of schools has increased 57 per cent.; and the absolute increase in the number of high school pupils has been, for cities 139 per cent., and for rural communities 57 per cent.

The relative increase in the number of secondary pupils in the state for the period has been 38 per cent.; and the relative increase in the number of pupils enrolled in high schools has

¹⁷The western half of Texas has a population of less than 2 inhabitants per square mile, while about one-fourth of the total area has a population of from 2 to 18 inhabitants per square mile, and the remaining fourth, excluding two small areas which are more densely settled, has a population of from 18 to 45 inhabitants per square mile. Twenty per cent. of the total population is colored, and a little more than 6 per cent. is of foreign birth. Sixty-two per cent. of the people are engaged in agriculture, 8 per cent. in manufacture, and 11 per cent. in trade and transportation.

been, for cities 69 per cent., and for rural communities 43 per cent.; while the relative number of pupils, other than high school has decreased 5 per cent.

As explained elsewhere in this chapter the great deflection in the curve of relative high school enrollment in cities for the year 1899 is due to a probable error in the census for that year. Figures are given in a note, connected with the statistical table for the state, showing that the relative increase in the number



of secondary pupils was for the preceding six years much more rapid. It appears from these figures that the relative increase for the last three of the preceding years was much greater than for the nine years under consideration, the increase for the three years being 47 per cent., and for the nine years 38 per cent. This rapid increase continued with a gradual falling off, up to the year 1901, when it became much slower. It appears from the accompanying curves that both the rural and city high schools contributed to this period of comparatively rapid increase. Taken

as a whole the curve of relative increase of enrollment in cities shows a remarkable development for the period. The condition of high schools outside of such cities is, however, such as to bring the general status of secondary schools in the state down to rather a relatively low stage. In 1906 the status of secondary education in cities was 2.16 times as high as in rural communities. The growth in the number of high schools shows a tendency to increase the spread of secondary education in the state; but the slow increase in enrollment, and the decrease in relative efficiency in the rural high schools show that the movement has not as yet fully reached the second stage of development.¹⁸

NEBRASKA: The absolute increase in the number of rural high schools in this state was for the nine years 151. The relative increase calculated upon 214, the real number of such schools, was 70 per cent.¹⁹ The average number of teachers to the rural high school decreased from 1.9 to 1.8, or 5 per cent. At the same time the relative number of one teacher high schools increased from 42 to 57 per cent. of the whole, and the relative number of two teacher high schools decreased from 60 to 48 per cent. of the remainder, while the relative number of one and two teacher high schools taken together remained the same, 77 per cent.

The census for cities decreased 8 per cent. and that for rural communities 4.9 per cent. The absolute increase in the number of secondary pupils enrolled in all types of schools was 63 per cent.; and the absolute increase in the number of high school pupils was, for cities 51 per cent., and for rural communities 48 per cent.

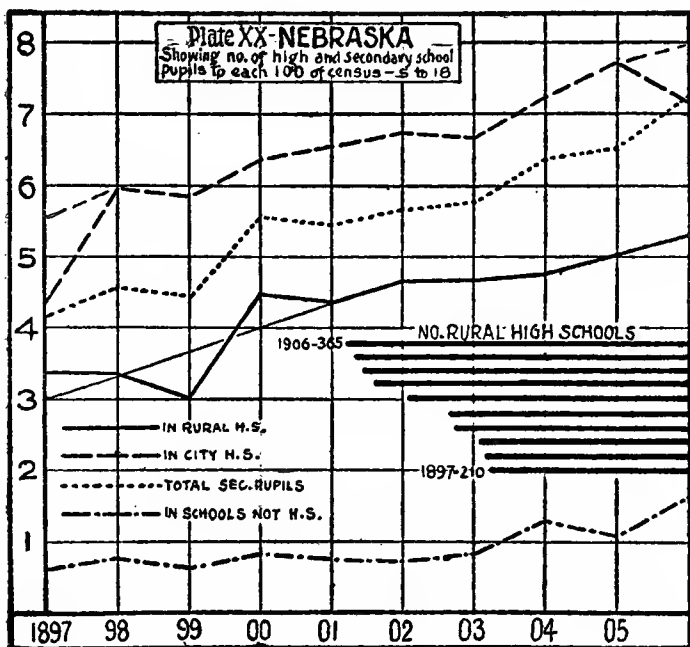
The relative increase in the enrollment of secondary pupils in the state was 73 per cent.; and the relative increase in the number of high school pupils was, for cities 65 per cent., and for

¹⁸About 30 per cent. of the area of Kansas has less than 6 inhabitants per square mile, about 26 per cent. from 6 to 18, about 38 per cent. from 18 to 45, and about 6 per cent. more than 45. But a little more than 12 per cent. of the population is of foreign birth or colored. This element is well distributed through the native white population. Fifty-three per cent. of the people are engaged in agriculture, 12 per cent. in manufacture, 2 per cent. in mining, and 14 per cent. in trade and transportation.

¹⁹The number listed in the statistical table for 1897 is 210, but at least four of the city high schools reverted to the rural column before the end of the period.

rural communities 56 per cent.; while the relative increase in the number of secondary, other than high school pupils, was 161 per cent.

A glance at the plate of curves and the statistical table for this state will disclose a number of irregularities. In 1900, seven of the schools previously listed as city schools passed over into the rural high school column. This was due to the fact that the cities maintaining them did not have the requisite population to



entitle them to remain in the class. This of course accounts for the great falling off of city high school enrollment for the year, and the consequent increase of that of rural high schools. The low status of relative enrollment in city high schools for 1897 is due to the reported enrollment in the schools for that year. The sudden dropping of the curve of relative enrollment for these schools in 1906 is due to a large reported increase in the census in cities, which in turn caused a large decrease in the census for rural districts. The drop in all of the curves for the year 1899 is also due to a large increase in reported census. From the

general appearance of the statistical table it seems probable that all these fluctuations are due to errors in these statistics. Assuming that this is the case, the curves could be corrected by ignoring these questionable points and giving the lines the general slopes as defined by the remaining portions.

If the above corrections were made, it would be seen that the slopes of the two curves, representing relative high school enrollment, would be much the same, thus showing a much greater relative increase in the enrollment in rural districts.

To sum up, the spread of rural high schools in this state, as measured by absolute numbers, has been very great; their relative efficiency, as measured by the number of teachers employed, has slightly decreased, and their relative enrollment has increased very greatly. As early as 1895 an act was passed which made all district high schools located in any given county free to the properly qualified pupils resident in that county. The tuition was to be provided for by the county boards of education. This act and its later modifications have no doubt influenced very much the development of rural high schools in the state. The general slope of the curve representing total secondary school enrollment has practically remained the same since 1891. In view then, of the fact that the state is very young in its development, it appears that the present status of secondary education is relatively quite high, and that the accumulated momentum in its development will probably carry this status much higher in the years to come.²⁰

RHODE ISLAND: A glance at the statistical table for this state will show that the figures for rural communities are such as to bar the possibility of generalizing upon them.

Taken as a whole there has been in the nine years a remarkable development of secondary education in the twenty states under consideration. As may be seen by a reference to the table of summaries to follow, 2 of them have increased their relative enrollment of secondary pupils in all types of schools more than

²⁰Fully half of the area of Nebraska has less than 6 inhabitants per square mile. About one-fourth has from 6 to 18, and the remainder 45 to 90. A little more than 17 per cent. of the population is foreign born or colored. This element is well distributed through the native population. Fifty per cent. of the people are engaged in agriculture, 13 per cent. in manufacture, and 16 per cent. in trade and transportation.

100 per cent., 3 more than 50 per cent., 6 more than 35 per cent., and 5 more than 30 per cent.; while the average relative increase in enrollment for the 20 has been more than 42 per cent. One state, Texas, has increased its relative enrollment of high school pupils in cities more than 104 per cent., 7 others more than 40 per cent., 4 more than 35 per cent., 3 more than 25 per cent., and one has decreased its relative enrollment 9 per cent.; while the average relative increase in enrollment in these schools for the 20 states has been 46 per cent. Four of them have increased their relative enrollments of high school pupils in rural communities more than 100 per cent., 8 more than 50 per cent., 2 more than 35 per cent., and 3 more than 25 per cent.; while the average relative increase in enrollment in these schools for the 20 states has been 65 per cent. Eight of the twenty states have increased their relative enrollments of secondary pupils in schools other than high schools, and the same number has decreased such enrollments.

One of these states, Washington, has increased the number of its rural high schools more than 206 per cent., 6 of them more than 50 per cent., 5 more than 35 per cent., and 3 more than 31 per cent.; while the average increase in the number of such schools in the 20 states has been 50 per cent.

As to the teaching staff, California has increased the average number of teachers employed to the school, in rural high schools, more than 71 per cent.; 3 other states have increased their averages more than 35 per cent., 6 more than 22 per cent., 2 more than 10 per cent., 4 less than 10 per cent., and 4 have decreased their averages, ranging from 4 to 12 per cent.; while the average increase for the 20 states has been more than 19 per cent. Five of eleven states have decreased their relative proportions of one teacher high schools more than 75 per cent., 3 more than 25 per cent., and 3 less than 25 per cent.; while 4 of the remaining nine have increased their relative proportions of one teacher high schools more than 50 per cent., 2 more than 35 per cent., 1 more than 26 per cent., and 2 less than 12 per cent. The average decrease in the relative number of one teacher high schools was for the 11 states 52 per cent., and the average increase for the remaining 9 states was 38 per cent.; while the average decrease for the 20 states was a little more than 11 per cent. Two of sixteen states have decreased their relative proportions of two

teacher high schools more than 86 per cent., 2 more than 50 per cent., 4 more than 30 per cent., 4 more than 20 per cent., and 4 less than 19 per cent.; while one of the remaining four has increased its relative number of two teacher high schools more than 60 per cent., one more than 27 per cent., and 2 less than 20 per cent. The average decrease in the relative number of two teacher high schools was, for the 16 states 34 per cent., and the average increase for the remaining 4 states was 30 per cent.; while the average decrease for the 20 states was a little more than 33 per cent.

The influence of legislation upon secondary education in the various states, where there appeared to be any such definite influence, was pointed out in the discussions of the statistics and curves for these states. It remains then only to take up and compare the relative development of secondary education in such states as directly aid high schools with that of those which give no such aid. It is to be admitted that such a comparison is very difficult, and its results may be very unsatisfactory, because the many varying factors, the degrees in which they may exist, and their complicated combinations may, and in fact do, render any such comparison extremely unreliable, particularly, if it is carried out in any great detail. Again the question of cause and effect must also enter to vitiate to some degree any too definite conclusions based upon the result of such a comparison. To be more specific, the question may arise as to whether both laws and increased status in development may not be due to the other and more fundamental phenomenon, namely, an awakened and increasing social consciousness directed toward a higher educational development. It would seem most probable, however, that while the creation of favorable legislation does rest upon such a phenomenon, the laws themselves react to increase it, and further make possible such a distribution of high schools as will admit an increased number to attendance upon them. Bearing these things in mind, the aim will be first to present only such facts as may appear from an analysis of the table containing the summaries derived from the preceding statistical presentation for the various states.

The first comparison will be between the six states providing state subsidies to high schools and those states which give

TABLE XXI.

STATISTICAL SUMMARIES for TWENTY STATES.	Rural high schools.		Average number of teachers to school.		Relative proportion of one teacher high schools.				Relative proportion of two teacher high schools.				Number of high school pupils to each 100 of census, 5-18.		Number of secondary pupils to each 100 of census, 5-18.						
	Number 1897.	Increase in 9 years.	Per cent of increase.	In 1897.	In 1906.	Per cent of increase.	In 1897.	In 1906.	Per cent of decrease.	In 1897.	Per cent of increase.	In 1897.	Per cent of increase.	In 1897.	Per cent of increase.	In 1897.	Per cent of decrease.				
In two or three of these states slight corrections were made in the figures as suggested by the curves preceding.	Minnesota.....	88	72	81	2.8	3.8	35	0.06	68	40	0.88	1.34	101	4.40	40	2.56	56	45	57	.....
California.....	71	57	80	2.8	4.7	71	12	01	91	46	00	2.22	152	4.28	23	4.27	101	77	47	.....
Massachusetts.....	161	1	0	2.9	3.7	27	29	07	75	47	30	30	180	5.34	33	4.27	101	75	47	.....
Washington.....	30	62	206	1.8	2.6	44	43	32	25	64	43	31	137	183	6.74	77	3.46	107	11	0	3
Wisconsin.....	162	58	38	2.0	3.5	34	19	018	95	41	28	31	234	492	5.54	77	7.93	45	12	0	30
Maine.....	142	12	8	1.8	2.1	16	43	41	4	76	50	34	4.91	15	26	7.23	41	16	18	.....
Connecticut.....	48	10	20	2.5	3.2	28	29	24	17	47	22	53	2.50	83	4.45	40	4.45	34	16	18	.....
New Hampshire.....	46	2	4	2.3	2.9	26	34	16	52	43	40	3.02	51	3.49	30	6.35	20	26	18	.....
Vermont*.....	49	21	42	2.4	2.5	4	20	30	50	40	42	3	41	33	2.40	34	5.91	102	26	37	.....
Nebraska.....	214	151	70	1.9	1.8	5	42	57	35	00	48	26	3.39	50	4.33	44	4.17	73	62	161	.....
Ohio.....	531	250	47	2.1	2.1	0	41	45	11	53	85	60	3.48	57	3.93	8	3.80	38	68	27	20
Indiana.....	104	52	31	2.4	2.3	4	40	54	35	44	50	27	5	71	5.87	20	3.80	48	97	11	5
Kansas.....	164	52	31	2.4	2.2	8	20	42	61	54	51	84	32	48	43	69	3.72	38	97	11	5
Colorado.....	31	11	35	3.0	4.3	43	19	04	26	35	40	14	53	2.34	73	30	39	45	0	0	
Michigan.....	257	102	30	2.7	2.8	3	20	24	26	44	30	18	3.06	20	32	3.50	34	50	6	0	
Illinois.....	283	188	31	2.0	3.1	10	20	21	5	44	30	21	18	25	1.98	79	2.81	34	93	16	16
New Jersey.....	50	19	34	3.3	3.6	9	21	20	4	44	30	21	27	1.70	32	2.81	24	96	0	0	
Iowa.....	302	28	0	2.7	3.3	22	22	14	30	44	31	22	3.52	25	57	2.84	24	96	0	0	
Missouri.....	172	100	93	2.5	2.2	12	27	42	55	53	42	20	1.37	83	2.86	47	2.80	36	1.8	22	22
Texas.....	166	119	71	2.5	2.4	4	18	30	66	41	49	19	90	67	2.45	104	1.69	45	63	12	12
Averages for 20 states.....	.....	.....	50	.....	.....	19	.....	.....	38	.....	30	34	65	.....	46	.....	42	.....	.....	.....	.....

* The reimbursed tuition law did not go into effect in this state until 1907.
 q Direct state subsidy. b Free tuition, Reimbursed local. c Free tuition, Compulsory or permissive local. d No provision for tuition.

no state aid to such schools either by direct subsidy or by reimbursing local communities for tuition. These states it will be noted, contain all degrees of social and economic evolution resulting from the fact that they represent the youngest as well as the oldest of the group. Taken as a whole, they represent a wider and more irregular distribution of population and wealth than the average for the other and larger group. It will also be well to bear in mind the fact that there are but six of these states, while there are eleven in the other group.

It appears then, that while one of the six, Massachusetts, did not increase the number of its rural high schools, 3 others of the six increased their relative numbers of such schools more than 80 per cent., while but one of the 11 in the other group increased its numbers more than 80 per cent., and but 2 more than 70 per cent. The average increase for the first group was 68 per cent., while that for the second group was 48 per cent.

Five of the six states increased the average number of teachers employed to the school more than 34 per cent., while but one of the larger group exceeded this per cent. The average increase for the six was 38 per cent., and for the eleven but 6.5 per cent. The average number of teachers to the school in 1897 was, for the first group 2.4, and for the second group 2.5. Each of the six states of the first group decreased the relative number of one teacher high schools, while but 3 of the 11 in the second group did so. The average decrease for the first group was 63 per cent., and for the 3 states 41 per cent., while the average increase for the 11 states was 15 per cent., thus making a difference of 78 per cent. in favor of the smaller group. The average relative proportion of one teacher high schools in 1897 was, for the first group .25 and for the second group .27. Each of the states of the first group also decreased the relative number of two teacher high schools, while but 7 of the second group did so. The average decrease for the 6 states was 53 per cent., and for the 7 states 23 per cent., while the average decrease for the entire second group was 2 per cent., thus making a difference of 51 per cent. in favor of the first group. The average relative proportion of two teacher high schools in 1897 was, for the first group .52 and for the second group .44.

As to the enrollment of secondary pupils in all types of schools, 2 of the six states increased their relative enrollments more than

100 per cent., while none of the other group reached this and but one reached 70 per cent. The average relative increase of enrollment for the first group was 57 per cent., and for the second group but 39 per cent. This becomes more significant when we consider the fact that the average status of enrollment of the first group at the beginning of the period was 4.44 individuals to each 100 of census, 5-18, while that of the second group was but 3.68 individuals to each 100 of census.

Three of the 6 states increased their relative enrollments in city high schools more than 50 per cent., while 5 of the 11 increased theirs more than 50 per cent. The average increase in relative enrollment in these schools was, for the first group 52 per cent., and for the second group 49 per cent., while the average number of pupils enrolled to each 100 of census, 5-18, was for the first group 4.81, and for the second group 4.13.

The greatest difference appears, however, when the relative enrollments in rural high schools in the two groups are compared. Two of the six states increased their relative enrollments in rural high schools more than 152 per cent., and 2 others more than 100 per cent., while but 2 in the other group increased their relative enrollments more than 73 per cent., and but 2 others more than 67 per cent. The average increase in relative enrollment in these schools exceeded for the first group 100 per cent., and for the second group but 49 per cent., while the average number of pupils enrolled to each 100 of census at the beginning of the period was, for the first group 2.85, and for the second group 2.49.

Two of the states in the first group, Massachusetts and Maine, compel such towns as do not maintain high schools to pay the tuitions of all of their high school pupils in secondary schools located within or without such towns. Provision is made for the reimbursement by the state of the poorer of such towns. The state high schools in Minnesota are free to any and all qualified secondary pupils from districts not maintaining high schools of their own. In California and Washington the high schools are also practically open to all comers. In Wisconsin compulsory free tuition is provided for by all communities not maintaining high schools.

Comparing the two states in which compulsory free tuition with certain reimbursements is provided, with the eleven which

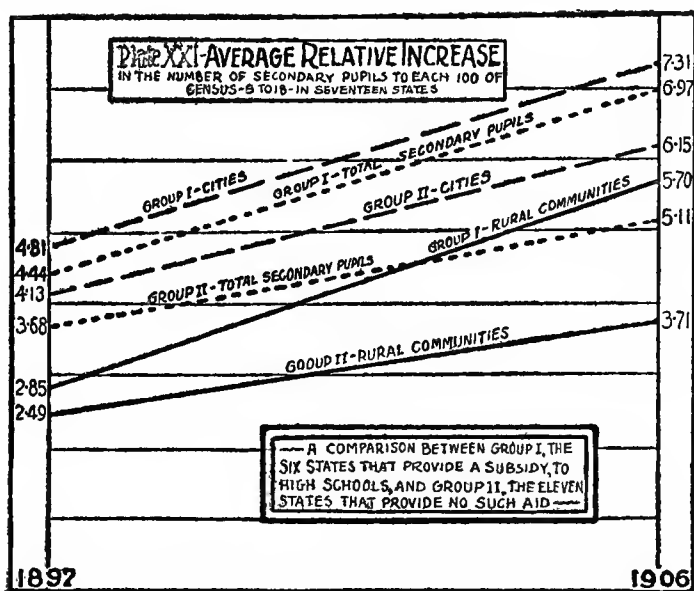
do not provide such reimbursement,²¹ it appears that the average relative increase in the number of high schools was, for the two states 12 per cent., and for the eleven states 48 per cent.; that the average increase in the average number of teachers employed to the school was, for the two states 27 per cent. upon 2.4 in 1897, for the eleven states 6.5 per cent upon 2.5 in 1897; that the decrease in the average relative proportion of one teacher high schools was for the two states 34 per cent., based upon an average relative proportion of .31 in 1897, and for the eleven states there was an increase of 15 per cent., based upon an average relative proportion of .27 in 1897, thus producing a difference of 49 per cent. in favor of the first group; that the decrease in the average relative proportion of two teacher high schools was for the two states 22 per cent., based upon an average relative proportion of .45 in 1897, and for the eleven states 2 per cent. based upon an average relative proportion of .44 in 1897.

The average relative increase in enrollment of secondary pupils in all types of schools was, for the two states 27 per cent., based upon an original status of an average of 5.40 pupils to each 100 of census, and for the eleven states 39 per cent., based upon a status of an average of 3.68 pupils to each 100 of census. The average relative increase in the enrollment in city high schools was for the two states 15 per cent., based upon an original status of an average of 4.51 pupils to each 100 of census, and for the eleven states 49 per cent., based upon a status of 4.13 pupils to each 100 of census. The average relative increase of pupils enrolled in rural high schools was, for the two states 57 per cent., based upon an original status of 2.79 pupils to each 100 of census, and for the eleven states 49 per cent., based upon a status of 2.49 pupils to each 100 of census.

Since then, the states providing aid to high schools and free tuition to all comers appear, as a group, to have no special advantages in the matter of social and economic evolution, social composition, and the distribution of wealth and population. The great difference to be found in the development of secondary education in this group and the other must be due either to the

²¹It appears that the reimbursement of tuition did not occur in Vermont until after the period under consideration.

social attitude or to the laws which have been designed to equalize such educational opportunities. A reference to PLATE XXI will disclose the fact that the relative status of education in these two groups at the beginning of the period did not greatly differ, and that there was relatively much less difference in the average status of rural than of city high school enrollment. The slight spreading of the lines representing average city high school enrollment is not due to any great difference in relative increase, but to the original difference of status. On the



other hand the wide divergence of the lines representing average rural high school enrollment is mostly due to a large difference of increase in the average relative enrollment in the two groups. Taking into consideration, then, the facts of the case, which are that the original status did not vary greatly, and that such differences as did appear were doubtless due to the previous favorable legal conditions in these states, that there was but a slight difference in the average increase of enrollment in city high schools, and that the average relative increase in enrollment in rural high schools in the group of subsidy states far exceeded that of the other group, it would seem that the tremendous

development of rural secondary education in these states is due very largely to the influence of legislation, in a measure equalizing the economic burdens of such education, and to a considerable extent directly and indirectly reacting in such a manner as to increase tremendously a favorable public sentiment toward it.

The state subsidy plan of aid coupled with compulsory and partially reimbursed free tuition seems, upon the whole, to affect favorably the spread of high schools, and the efficiency of instruction and the enrollment in them. Reimbursed tuition without a state subsidy seems to have little favorable influence upon the spread of rural high schools, if indeed it does not hinder such spread. Compulsory and reimbursed free tuition tends to increase both attendance and enrollment in such schools. It appears that where a large direct state subsidy is paid, the tendency to increase the number of high schools at the expense of their quality is checked by certain standards of efficiency set by the state administrative authorities. Higher standards of efficiency are also set where the state reimburses tuition payments. These facts account for the wide distribution of so-called high schools in a large number of the Central States, with the evident tendency toward relative decreased efficiency in them. The great increase in enrollment in rural high schools in these states is due largely to the great spread of such schools. A certain amount of state aid in the form of a state subsidy together with compulsory and reimbursed tuition applied in proper proportions would tend to increase their efficiency tremendously. In short it appears from the above statistical study that direct state aid, when coupled with proper legal requirements, produces efficiency and opportunity, and relatively decreases the spread of high schools of an inferior quality.

CHAPTER XIII

STATE AID BY GRANTING SUBSIDIES AND BY REIMBURSING TUITIONS

A DISCUSSION OF THE WORKINGS OF THE LAWS PROVIDED IN AID OF RURAL SECONDARY EDUCATION IN MASSA- CHUSETTS AND CONNECTICUT

It was the intention to measure the results of the practical workings of all of the different types of legislation which provided state aid to rural secondary education. However, the necessary statistics could not be secured in sufficient detail in any of the states excepting Massachusetts and Connecticut. This chapter will be confined, then, to the presentation, analysis and discussion of certain statistics for secondary education in these states. These figures are presented for the purpose of establishing certain facts relative to, (1) the workings of the direct state subsidy plan of aid in conjunction with that of reimbursed tuition; (2) the reimbursed tuition plan of aid in conjunction with the entire local support of high schools.

It will be necessary to note at this point that the purpose of this presentation is neither to discuss the merits of the policy of state aid to rural secondary education nor to present the advantages or disadvantages of the two methods of extending such aid, but rather to point out certain failures in practice due to the faulty applications of the general principles involved. Further, the interest here is not in the special problems relating to the subject in the states under discussion, but rather in the general theories as they have worked out in practice in these states.

The first of these discussions will concern itself with the consideration of the problem of the workings of the direct state subsidy plan of aid in conjunction with that of reimbursed tuition as illustrated by certain statistics relating to rural secondary education in the state of Massachusetts. The main problem will be to arrange the statistics, describe and interpret them in such a manner as to show that the method of providing state aid to secondary education in this state does not work equitably,

and thus does not, upon the whole, produce the results that might be obtained by a more equitable distribution of the funds provided for the purpose.

The act providing state aid for secondary education in the poorer towns is in effect as follows: (1) all towns with more than 500 families must maintain high schools; (2) towns with less than 500 families may maintain high schools, and in case they do, they may receive a bonus of \$500 annually from the state; (3) all towns not maintaining high schools of their own must provide free tuition for all of their qualified secondary pupils in attendance upon neighboring high schools; (4) such of these latter towns as have an assessed valuation of less than \$750,000 may receive from the state an amount equal to the whole of that expended for such tuition; and such as have an assessed valuation of \$750,000 or more may receive one-half the whole amount so expended. It is provided, however, that no town, the valuation of which averages a larger sum for each pupil in average membership in its public schools than the corresponding average for the commonwealth, shall receive any moneys from the commonwealth under the provisions of the act.

A glance at the two pages of statistics presented herewith will be sufficient to convince the reader that the scheme of aiding rural secondary education in Massachusetts does not work with equity in the two classes of poorer towns under consideration; and that as a result of this the present law places the towns supporting high schools of their own at a disadvantage, in so far as state aid is concerned. On the other hand these towns have all of the advantages attendant upon having a high school located within their borders. Some of these advantages are: (1) a local high school will provide a secondary education to a much larger number of the youth of the town;¹ (2) such state funds as may be applied to the purpose will remain in the town; (3) pupils will be saved the extra expense of travel, and in some instances of boarding and lodging; (4) the time of pupils before and after school may be utilized with advantage by parents; (5) the pupils will be nearer home and more largely under its influence; (6) the existence of a local high school will attract home makers and thus prove of economic

¹Rep't of State Board of Edu., Mass., 1903-4, pp. 222-4.

advantage. In addition to all of these, local pride may exert a powerful influence in leading to the establishment and maintenance of such schools. It is to be feared, however, that the fact that the state will give, free of expense to the local community, an equal, if not a superior education to all who can manage to provide the transportation, will overbalance all of the above advantages. In this case many of the towns that should be maintaining high schools of their own will continue to require their youth to leave the home town in order to secure educational advantages.

Taking up in detail the analysis and discussion of these statistics, it will be found that Table I shows that the number of pupils in attendance upon the high schools in the various towns bears but a slight relation to the wealth of such towns; that after subtracting from the current expenses the \$500 received from the state, the remaining amounts to be raised by the various towns bear only a slight relation to the assessed valuations; that the per capita cost of secondary education is only slightly less in the poorer towns; that the state pays only a little more per capita for the education of pupils in the poorer towns; but, that the percentage of per capita cost paid by the state is, upon the whole, considerably larger in these towns. It will be noticed, however, that if each of these towns were compelled to raise all the necessary local funds by taxation, the poorer towns would, in general, be compelled to tax themselves approximately twice as heavily as the richer ones. Some of the funds are, however, raised by tuition fees, but in all probability the richer towns receive more in proportion upon this account than the poorer ones, since they would generally give better educational facilities, and since their larger tuition charges would be met by the state. A few of these towns also have endowments which decrease the local rates for this purpose.² The towns composing the latter class could not be determined, but there is no more reason for supposing that they belong to the poorer than to the richer class. A reference to the table on page 21, will show that a still greater difference must exist in the rates for the maintenance of the elementary schools in these towns. In view of this latter fact, it will be evident that any given rate for

²Rep't of State Board of Edu., Mass., 1903-4, pp. 221 —.

State Aid by Granting Subsidies

TABLE I
STATISTICS OF THE FORTY MASSACHUSETTS TOWNS THAT RECEIVED A DIRECT
SUBSIDY OF \$500 EACH IN 1907

Towns	Assessed valuation 1906	No. enrolled in high school	Current expense of high school	Per capita cost of high school education	Amount of such per capita cost received from State	Per cent of per capita cost received from State	Part of expenses raised by towns	No. of mills necessary to raise same
New Salem...	\$321,510	31	\$1,200.35	\$38.72	\$16.13	41.6	\$700.35	2.1
Bernhardston...	414,760	30	1,645.80	54.86	16.67	30.3	1,145.80	2.7
Bolton...	480,358	28	1,236.40	44.16	17.86	40.4	736.40	1.5
Granby...	486,641	26	1,441.63	55.45	19.23	34.6	941.63	1.9
Ashby...	490,905	21	1,480.06	70.52	23.81	33.7	980.06	1.9
Huntington...	583,180	79	2,514.00	31.82	6.33	19.8	2,014.00	3.4
Ashfield...	588,325	27	1,700.10	66.63	18.52	27.7	1,200.10	2.2
Orleans...	590,571	46	1,700.01	37.17	10.87	20.2	1,200.01	2.0
Mendon...	624,320	31	1,647.58	53.15	16.13	30.5	1,147.58	1.8
Chester...	658,538	40	2,412.78	60.32	12.50	20.7	1,912.78	2.9
Conway...	663,066	27	1,333.39	49.38	18.52	37.4	833.39	1.2
Plainville...	680,002	30	2,415.00	80.50	16.67	20.7	1,915.00	2.7
Petersham...	701,616	7	1,140.66	162.95	71.43	43.8	640.66	0.9
Rutland...	717,820	34	1,240.00	36.47	14.71	40.3	740.00	1.0
West Boylston...	728,603	31	2,392.37	77.17	16.13	20.8	1,802.37	2.5
Mills...	741,555	46	1,410.00	30.65	10.87	35.4	910.00	1.2
Norwell...	827,483	46	2,662.84	57.89	10.87	18.7	2,162.84	2.6
Edgartown...	850,045	35	1,648.64	47.10	14.20	30.6	1,148.64	1.3
Stowe...	856,112	28	1,248.40	44.59	17.86	40.0	748.40	0.8
Avon...	909,508	57	1,663.00	29.18	8.77	30.0	1,163.00	1.2
Sheffield...	928,265	45	1,277.04	28.38	11.11	30.1	777.04	0.8
Sandwich...	908,225	35	1,940.00	55.43	14.20	25.7	1,440.00	1.5
Littleton...	907,127	39	2,231.27	57.21	12.82	22.4	1,731.27	1.7
Shelbourne...	1,014,914	154	5,207.47	33.81	3.25	09.6	4,707.47	4.6
Lunenburg...	1,022,658	48	1,418.51	29.55	10.42	35.2	918.51	0.9
West Newbury...	1,030,420	24	1,940.00	80.83	20.83	25.7	1,440.00	1.3
Wrentham...	1,041,169	28	2,307.58	82.41	17.86	21.6	1,807.58	1.7
Ashland...	1,055,604	49	2,500.00	51.02	10.20	20.0	2,000.00	1.9
Essex...	1,062,361	72	2,900.00	40.28	6.94	17.2	2,400.00	2.2
Hadley...	1,155,885	43	2,410.00	56.05	11.63	20.7	1,910.00	1.6
Northfield...	1,203,794	39	1,367.44	35.06	12.82	36.4	867.44	0.7
Sudbury...	1,232,074	23	1,451.08	63.09	21.74	34.4	951.08	0.7
Wilmington...	1,248,787	57	2,021.00	35.46	8.77	24.7	1,521.00	1.2
Charlton...	1,258,000	34	1,626.46	47.84	14.71	30.7	1,126.46	0.9
Northborough...	1,344,980	46	2,005.09	43.39	10.87	24.9	1,505.09	1.1
Tisbury...	1,420,787	26	1,605.00	51.73	19.23	31.1	1,105.00	0.7
Shrewsbury...	1,425,400	26	1,778.86	58.42	19.23	28.1	1,278.86	0.9
Southborough...	1,515,704	46	3,195.94	69.48	10.87	15.6	2,695.94	1.7
Medfield...	1,548,050	32	2,066.07	64.56	15.63	24.4	1,566.07	1.0
Sharon...	2,351,295	51	2,580.00	50.59	9.80	19.3	2,080.00	0.8
Averages...	\$942,841	40.4	\$1,951.79	\$48.28	\$12.37	25.6	\$1,451.79	1.6

TABLE III
STATISTICS OF MASSACHUSETTS TOWNS OF LESS THAN FIVE HUNDRED FAMILIES,
WHICH SUPPORTED HIGH SCHOOLS, 1903-7

Year	Number of towns	Total amount of State grant	State grant to each school	Number of pupils enrolled	Average cost to State per pupil enrolled
1903.....	26	\$8,400.00	\$300	917	\$9.16
1904.....	34	10,200.00	300	1,117	8.67
1905.....	36	10,800.00	300	1,338	8.07
1906.....	37	11,100.00	300	1,372	8.09
1907.....	40	20,000.00	500	1,617	12.36

TABLE II

STATISTICS OF TWENTY-ONE MASSACHUSETTS TOWNS WHICH RECEIVED AT LEAST FIVE HUNDRED DOLLARS EACH UPON ACCOUNT OF REIMBURSED TUITIONS IN 1907

Towns	Assessed valuation 1906	No. of pupils in outside high schools	Estimated *No. of pupils that would attend local H. S.	Amount received from State upon account of tuition	Average per capita cost of Sec. Edu. paid by State	Per cent. of per capita cost paid by State
West Stockbridge.....	\$382,541	11	18	\$576.00	\$52.36	100
Charlemont.....	388,275	16	27	528.00	33.00	"
Whately.....	433,057	12	20	555.00	46.25	"
Becket.....	465,667	20	33	1,041.50	52.07	"
Sunderland.....	480,270	18	30	509.50	33.30	"
Tynsborough.....	491,577	9	15	500.00	55.55	"
Berlin.....	537,915	24	40	838.00	34.91	"
Colrain.....	625,980	31	51	1,037.25	33.45	"
Southwick.....	634,220	13	22	625.00	48.07	"
Lakeville.....	639,927	16	27	792.00	49.50	"
East Longmeadow.....	642,155	21	35	1,500.00	74.28	"
Acushnet.....	660,920	15	25	1,061.80	70.78	"
North Reading.....	669,769	38	63	1,506.67	39.64	"
Buckland.....	699,321	41	68	1,452.00	35.41	"
Middleton.....	734,500	19	32	835.00	43.94	"
Rowley.....	734,693	21	35	843.00	40.14	"
Lynnfield.....	740,136	27	45	910.00	33.70	"
Erving.....	873,512	20	33	574.45	28.72	"
Tewksbury.....	985,246	30	50	840.00	28.00	50
Swansea.....	1,205,093	24	40	697.50	29.06	50
Bedford.....	1,254,659	46	77	1,080.00	23.47	50
Averages.....	\$679,973	22.5	37.4	\$878.69	\$42.17	

*Chap. XIV.

TABLE IV

STATISTICS OF MASSACHUSETTS TOWNS REIMBURSED BY STATE FOR TUITION PAID, 1903-7

Year	Number of towns	Total State expenditure for purpose	Average amount received by towns	Number of pupils for which State paid tuition	Average cost to State per pupil enrolled
1903.....	97	\$31,888.00	\$328.74	966	\$32.02
1904.....	103	35,402.84	343.71	1,099	38.03
1905.....	106	38,071.95	359.16	1,194	39.53
1906.....	100	36,106.67	361.96	1,077	41.06
1907.....	97	36,613.94	377.46	1,061	42.07

the support of secondary education will be more difficult to meet in the poorer than in the richer towns.

In view of the evidence presented, it seems to be clear, then, that while the present law granting a direct subsidy of \$500 to all towns maintaining high schools of a certain standard, has worked to equalize partially the burdens attendant upon the support of high schools by the various towns, it has by no means solved the problem.

The other method of state support practiced in Massachusetts, namely, that of reimbursing the towns for tuition expended, has completely raised the burden of providing for secondary education from the shoulders of the poorer towns, but it has not brought the secondary educational opportunities to the home community. In fact, it has probably worked in some cases to hinder such opportunity from being created in certain towns. Thus it has been instrumental in hindering some individuals from securing a secondary education. At the same time it has secured educational opportunities to many more.

A glance at Table II will show that, of the towns with an assessed valuation of not to exceed \$750,000, no greater effort is required of the rich than of the poor, and that the amounts received per capita for tuition paid by these towns have ranged from \$30.00 to \$74.28. This opens up the main question under consideration: Does the present method of combining a direct state subsidy to high schools in the poorer towns, together with the reimbursement of tuition paid by the poorer towns, work equitably and efficiently in the state of Massachusetts?

A comparison of the averages to be found in Tables I and II will show that while the state contributed but \$500 to each of the forty towns maintaining high schools, it contributed an average of \$878.69 to each of twenty-one towns that did not support high schools. The state aid to the latter towns ranged from \$500 to \$1,560 each. The average per capita cost of secondary education in the forty towns that supported high schools was \$48.28, of which amount the state paid \$12.37, or 25.6 per cent. The average per capita amount paid by the state for secondary education in the twenty-one towns that did not maintain high schools was \$42.17, or nearly three and a half times the average per capita amount contributed to the larger group of towns.

Sixteen of the forty towns which received the direct bonus of \$500 had an assessed valuation of less than \$750,000, or an average of \$593,680; while there were seventeen towns of the state with an assessed valuation of less than \$750,000, or an average of \$585,937, which received amounts ranging from \$500 to \$1,560, or an average of \$897.68 each upon the account of reimbursed tuition. The gross number of pupils enrolled in the high schools of the sixteen towns was 534, while the gross num-

ber of secondary pupils in the seventeen towns was but 352. Thus it will appear that the state contributed \$8,000 toward the education of 534 pupils in the first group of towns, while it contributed \$15,260.54 toward the education of 352 pupils in the second group. Reducing to the basis of the individual pupil, we find that the state contributed an average of but \$14.98 per capita toward the education of the secondary pupils in the group of towns that supported high schools of their own, and an average of \$43.35 per capita for the same purpose to the towns that made no effort upon their own part. It seems, then, that the state contributed an average of three times as much per capita for the education of the youth in the seventeen towns that made no effort upon their own part, as it did for those of the sixteen towns that maintained high schools of their own, although the assessed valuation of the towns in the two groups was practically equal. The fact that a certain number of the pupils in the high schools of the former group of towns are tuition pupils, will affect the above proportions somewhat; but the number of such pupils is not large enough to materially change these proportions.

Judging, then, from the figures at hand, it would appear that, from a financial standpoint, the towns of the second group are, upon the whole, as able to support high schools as those of the first. And, if the amounts contributed to these towns by the state were permitted to remain the same, these towns would be able to do so with greater ease. A glance at the third column of figures in Table II will show that most, if not all, of these towns would, if they had local high schools, have a sufficient attendance to warrant their existence.

While the above analysis and discussion has resulted in establishing the original contention, namely, that the direct subsidy and reimbursed tuition schemes, as practiced in Massachusetts, do not work with equity, and consequently do not produce the best possible results, the degree of the inequality and ineffectiveness of the combination can be shown best by comparing smaller groups and individual towns.

Seven of the twenty-one towns listed on Table II received more than \$1,000 each from the state, or more than twice the amount received by any town supporting a high school of its

own. The average evaluation of these seven towns was \$716,924, or an amount which exceeded the evaluation of any one of thirteen of the towns on the other list. One of the seven had an evaluation of \$1,254,659, or an amount which exceeded the evaluation of any one of thirty-three of the forty towns supporting high schools.

There were three towns receiving from the state, on account of reimbursed tuition, amounts equal to or exceeding \$1,452, while there were twelve towns of the other group which expended less than this amount annually for the current expenses of their high schools. These three towns had an average of 33 tuition pupils each, while the twelve towns had an average enrollment of 32 pupils each in their local high schools. Thus it is evident that these three towns could have entirely supported local high schools of a standard equal to that required by the state board, upon the money received from the state alone.

When the fact that the evaluation for the poorest of these three towns is greater than that of nine of the group that support high schools is taken into consideration, it will be evident that, other things being equal, these towns should, with state aid, be supporting high schools of their own. If this were the case the number of high school pupils in these towns would, in all probability, be from 60 to 75 per cent greater than at present.³ Thus the average enrollment for each of the three towns would be likely to exceed 55 pupils. In case these towns were to tax themselves one and two-thirds mills upon the dollar, the average tax rate necessary to raise the local funds in the forty towns, they could raise an average of \$1,117 to the town, which would be more than ample to take care of the additional pupils that would materialize in case they maintained local high schools.

It will be noticed that three towns of the group receive from the state but half of the amounts expended for tuition. The total expenditures for secondary education in these towns were \$1,395, \$1,680, and \$2,160,—enough in any case to have maintained a high school.

Tables III and IV show that the situation described above has existed for some years. In fact, the inequalities produced by

³Rep't of the State Board of Edu., Mass., 1903-4, pp. 222-4.

the system were much greater previous to 1907 when the amount of the state subsidy was only \$300.

It seems that the number of towns maintaining high schools and receiving the state grant has increased from 26 to 40 in the four years. This does not mean, however, that all of the new towns on the list previously received state aid through reimbursed tuitions. In all probability, few if any of them did, since a high school to receive the state subsidy must employ two teachers and give a four years' course. The direct transference from the reimbursed tuition group to the direct subsidy group would then imply the immediate creation of a complete high school. There were at the time, 1907, ten town high schools in the state that could not meet the requirements of the state board.⁴ None of the towns supporting these schools received any aid from the state upon either account.

It will also be noticed that the number of towns receiving aid on account of reimbursed tuition has neither increased nor decreased during the four years. Twenty of these towns, having an assessed valuation of more than \$750,000 each, received but half of the amounts expended for tuition.

While it has been demonstrated elsewhere in this study that state aid has done much in Massachusetts towards extending better educational opportunities to the rural youth of the commonwealth, the immediate presentation has established the following facts relative to the adequacy of the methods of extending this aid:—

First, the particular scheme employed in distributing this aid through the combination of the direct subsidy and reimbursed tuition plans has not worked with equity to the various towns.

Second, this fact has probably worked to discourage certain towns from establishing and maintaining high schools of their own.

Third, the direct subsidy plan has tended to equalize the burdens of the various poorer towns supporting high schools, but it has done so only to a certain degree.

Fourth, the tuition scheme employed does not discriminate sufficiently between the poorer and the richer towns.

⁴See *ante* page 66.

Fifth, the state is paying to several towns, on account of reimbursed tuition, a sufficient amount to maintain efficient high schools in these towns.

The establishment of these facts gives rise to the question as to whether the state desires to encourage the maintenance of high schools in the smaller and poorer towns. There can be no doubt whatever that, upon the whole, the tuition pupils are securing better educational opportunities than the pupils attendant upon many of the small local high schools. On the other hand, it has been demonstrated that 60 to 75 per cent more pupils will attend a local high school.⁵ Fortunately, it is not necessary to settle this general theoretic question here in order to answer it for Massachusetts, since the attitude of the state is clearly defined, by the fact that it is already paying an annual premium of \$500 to many small high schools located in very poor towns, and, by the further fact that any one of these schools is permitted to receive pupils whose tuition may be wholly or partly borne by the state.

No direct state aid is given to high schools in Connecticut, but state aid is provided to secondary education through the state reimbursement of tuition and transportation paid by such towns as do not maintain high schools of their own. The legal provision is about as follows: First, any town not maintaining a high school may pay the tuition of its qualified high school pupils in attendance upon neighboring high schools, or in attendance upon an academy located within the town. Second, any such town may provide transportation for its pupils of secondary grade to and from such high schools. Third, the state agrees to reimburse each of these towns for such tuition payments, provided that the state will not pay for this purpose more than \$30 annually upon the account of any one pupil. Fourth, the state agrees to reimburse any such town to the extent of one-half the amount expended for transportation, provided that the state will not pay for this purpose more than \$20 annually upon the account of any one pupil.

The following statistics are presented to show: (1) that the above law discriminates against such towns as support high

⁵Rep't of State Board of Edu., Mass., 1903-4, pp. 222-4.

schools, and thus hinders the establishment of the same; (2) that the state is of itself contributing to certain towns amounts sufficient to maintain high schools within their borders; and (3) that the amounts already expended upon secondary education would maintain high schools in many more of these towns.

The selection of the towns in the second group was made upon the basis of the number of pupils enrolled in non-local high schools. Each of these towns would, in all probability, furnish enough pupils to constitute a real high school were such an institution established within its boundaries. In general, any such town not having an academy within its borders would produce a minimum of thirty-three pupils for a local high school.⁶ A glance at Table V will show that but six of the high schools listed there exceed this number, and if the non-resident pupils be subtracted but four do so.

TABLE V

STATISTICS OF TWENTY-ONE CONNECTICUT HIGH SCHOOLS THAT EXPENDED LESS THAN \$1,500 EACH FOR MAINTENANCE DURING THE ACADEMIC YEAR, 1903-4*

Towns	Enrollment	Years in course	Number of teachers	Non-resident scholars	Total tuition received	Total cost of maintenance	Per capita cost of Sec. Edu.
<i>New Hartford</i>	14	2	1	2	\$6	\$231.25	\$16.52
<i>Middlebury</i>	17	3	1	0	..	400.00	23.53
<i>Somers</i>	27	2	1	2	..	477.41	17.68
<i>New Haven</i>	14	1	2	5	100	580.00	41.43
<i>Stonington</i>	14	3	2	3	18	583.10	41.65
<i>Windsor</i>	18	4	1	2	100	605.05	33.61
<i>South Windsor</i>	19	4	1	1	36	645.15	33.95
<i>Plymouth</i>	12	1	1	0	..	735.20	61.26
<i>North Canaan</i>	40	3	1	5	90	898.18	22.45
<i>East Lyme</i>	24	3	1	0	..	900.00	37.50
<i>Salisbury</i>	30	3	1	1	30	920.00	30.66
<i>Groton</i>	28	4	1	0	..	1,007.00	38.11
<i>Plymouth</i>	32	3	1	5	108	1,078.70	33.71
<i>Stonington</i>	22	3	1	0	6	1,082.00	49.18
<i>Orange</i>	5	2	2	0	..	1,177.27	235.45
<i>Old Saybrook</i>	37	3	2	10	150	1,316.00	35.57
<i>Madison</i>	22	4	2	0	..	1,337.03	60.77
<i>Midford</i>	42	3	3	0	..	1,485.00	35.31
<i>Woodbury</i>	34	4	4	7	189	1,422.13	41.83
<i>Salisbury</i>	57	3	2	0	..	1,470.57	25.79
<i>Newtown</i>	56	4	2	2	40	1,476.96	26.37
Averages.....	26.8	..	..	..	...	\$946.95	\$35.33

The high schools in the towns printed in italics were approved by the State Board. None of these schools occupied separate buildings.

* Report of State Board of Education, 1905, pp. 164-7.

⁶Rep't of State Board of Edu., Mass., 1903-4, pp. 222-4.

TABLE VI

STATISTICS OF TOWNS OF CONNECTICUT THAT SENT TWENTY OR MORE PUPILS EACH TO NON-LOCAL HIGH SCHOOLS DURING THE ACADEMIC YEAR 1903-4 (*)

Towns	Number of pupils	Total expenditure for H. S. tuition	Total expenditure for transportation	Total cost of Sec. Edu.	Per capita cost of Sec. Edu.	H. S. tuition paid by State	State expenditure for transportation	Total expenditure of State for Sec. Edu.	Per capita expenditure of State for Sec. Edu.
Berlin.....	45	\$2,008.00	\$563.03	\$2,571.03	\$57.13	\$1,236.86	\$281.51	\$1,518.37	\$33.74
Chatham....	30	1,288.42	961.80	2,250.22	75.00	858.94	475.92	1,334.86	44.49
New Canaan.	22	1,487.50	582.95	2,070.45	94.11	626.00	281.48	907.48	41.25
Plainfield...	30	1,212.72	786.75	1,999.47	66.65	808.50	391.40	1,199.90	39.99
Hamden....	30	1,476.60	478.98	1,955.58	65.18	770.00	239.54	1,009.54	33.65
Thompson...	30	1,216.15	609.74	1,825.89	60.86	810.75	304.89	1,115.64	37.19
East Windsor	37	1,331.02	470.45	1,801.47	48.69	883.20	235.22	1,118.42	30.23
Darien.....	27	1,170.15	487.50	1,657.65	61.36	685.42	246.31	931.73	34.51
Brooklyn....	24	1,052.98	572.05	1,625.03	67.71	720.00	272.65	992.65	40.61
Fairfield....	26	1,256.25	341.55	1,597.80	61.45	732.00	170.95	902.95	34.73
Pomfret....	21	898.87	645.40	1,544.27	73.54	599.25	322.70	921.95	43.90
Cromwell....	21	952.50	354.10	1,306.60	62.22	601.57	177.05	778.62	37.07
Lebanon....	20	615.00	644.00	1,259.00	62.95	407.60	322.00	729.60	36.48
Ellington....	28	701.00	321.20	1,022.20	36.51	466.81	160.60	627.41	22.41
Averages.	27.92	\$1,190.51	\$558.53	\$1,749.04	\$62.64	\$727.78	\$277.30	\$1,005.08	\$36.00

(*) Report of State Board of Education, 1905.

It may appear that a comparison of the high schools and towns in these two lists will demonstrate nothing definite for the reason that most of these schools are at best only partial high schools, and that they are probably also relatively of a very low grade. Even though this were admitted, the fact remains that nine of the twenty-one were approved by the state board, and were consequently permitted to receive tuition pupils, whose fees were payable by the state,—in case they came from towns not supporting high schools. Again a comparison of the statistics for the towns in Table VI with those of Massachusetts, in Table I, would in effect give the same result.

Referring, then, to Table VI we find that in 1903-4 there were fourteen towns in the state sending 20 or more pupils each an average distance of 5.8 miles to outside high schools. The state contributed to these towns \$10,188.90 on account of tuition, and \$3,882.28 on account of transportation, or a total of \$14,071.18 on both accounts. This makes an average of \$727.78 received on the first, and \$277.30 received on the second account, or a total average of \$1,005.08 received by each town on both accounts. The total amounts expended in these towns on the account of secondary education was, for tuition \$16,667.16, for transportation \$7,819.50, or a total of \$24,486.66 for both

purposes. The average expenditure in each of the towns was, on the first account \$1,190.51, on the second account \$558.53, or upon the two accounts \$1,749.04. This latter item far exceeds the greatest amount expended by any one of the towns in Table V for the maintenance of its high school. It would be more than sufficient to employ two teachers at salaries of \$840.50 each, the average for the high school teachers of the state.

A comparison with the figures in Table V will show that the average amount contributed to these towns by the State exceeds the average total cost of maintaining high schools in twenty-one towns of the state. A further comparison will also show that the state was contributing an average of \$36.00 per capita towards the education of the secondary pupils in the fourteen towns, while the average per capita cost of the secondary education in the twenty-one towns was but \$35.33. The total average per capita cost of secondary education in the fourteen towns was \$62.64, while the average for the state was only \$49.62. It is quite evident, then, that most, if not all, of these towns would maintain high schools of their own, if they were furnishing these funds themselves.

Six of the fourteen towns were sending thirty or more pupils each an average distance of 6.5 miles to non-local high schools. They received from the state on the average \$894.71 on account of tuition, and \$321.42 on account of transportation, or \$1,216.13 on the two accounts. Each of thirteen of the high schools listed above expended less than this amount for all current expenses. The average expenditures for secondary education in the six towns were \$1,422.15 on account of tuition, and \$645.12 on account of transportation, or \$2,067.28 on both accounts. The latter amount would have been sufficient to employ two competent teachers, and still there would have been \$386.20 left for other expenses.

The town of Berlin with an assessed valuation of \$1,194,580 received from the state alone, \$1,518.37 for the tuition and transportation of 45 pupils who traveled an average distance of 5 miles each. This was a greater sum than any of the above twenty-one towns used for all of its current high school expenses for the year. At the same time nine of these schools employed two or more teachers, six of them gave four-year courses, ten of them gave three-year courses, and nine of them were approved

by the state board. As to the number of pupils, two of these towns enrolled 56 and 57 respectively.

The total expenditure for the education of the forty-five pupils in the town of Berlin amounted to \$2,571.03. This amount would have been sufficient to employ two competent teachers at salaries equal to the average for high school teachers in the state; and the remainder, \$890, would have been ample to meet all other necessary expenses. The expenditures for the same purpose in each of two other towns exceeded \$2,000, enough to maintain a good high school.

The amount of state aid indirectly received by the twenty-one high schools listed above has practically amounted to nothing, since the total sum received by these towns on account of tuition has not greatly exceeded 2 per cent of the total cost of maintenance.

While reimbursed tuition has done much to extend secondary educational opportunities in this state, it has discriminated against such towns as have attempted to maintain high schools, and has discouraged the establishment of these schools in certain other towns. It has undoubtedly aided some towns that should have been supporting high schools of their own, and it has failed to aid many poorer towns that have been struggling to do so. The state has used its funds to lift the burden from the shoulders of many that could have borne it themselves, and it has in part failed to lighten this burden where it rested most heavily. The net result has been that it has secured better educational opportunities for a certain number, but it has actually kept such opportunities from being presented to others.

It is scarcely necessary in closing this chapter to direct attention to the fact that the sole intention has been to point out some of the weaknesses and failures attendant upon two of the most common methods of extending state aid to rural secondary education.

The following chapter will present the different schemes used by the various states in their attempts to equalize the financial burdens arising from the contemplated extension of secondary educational opportunities to the rural youth of the country. These schemes will be criticised and an attempt will be made to present the different factors that must be taken into consideration in any attempt to equalize the burdens and advantages of such education.

CHAPTER XIV

THE VARIOUS METHODS EMPLOYED IN AID OF SECONDARY EDUCATION IN RURAL COMMUNITIES

There are certain general methods employed by the various states in extending aid to rural secondary education. The most common of these is that of paying certain sums of money direct to the various local communities supporting high schools. Another common method is that of directly or indirectly paying the whole or a part of the tuition fees of pupils residing in poor towns not supporting high schools. A third method employed is that of reimbursing towns not supporting high schools for a part of the expense incurred by the free transportation of secondary pupils to and from non-local high schools. In addition to these special methods most of the states aid secondary education in the same manner and to the same extent as elementary education.

Since the main purpose of this work has been to set forth the different legislative schemes employed by the various states in attempting to secure an extension of secondary educational opportunities to a larger number of the rural youth of the country, and since this matter, as already presented, is too scattered to enable the reader readily to grasp the extent to which each of the various methods are employed, it will be necessary to assemble the facts and place them in a more convenient form before proceeding with the discussion of the merits of the various plans in operation.

Only such matter will be presented in these outlines as refers to special state aid to secondary education. This matter will be arranged in three groups. The first of these will include such states as provide for special aid only through the granting of subsidies to high schools. The second will include the states that provide such aid only through the payments of tuitions. The third group will include such states as employ both methods.

GROUP I

The States That Provide Special Aid to Secondary Education Only by Granting Subsidies to High Schools

MINNESOTA.

1. Provides \$1,500 for each four-year high school.
 - a. The general appropriations not quite sufficient to meet the need.
 - b. But seven schools may receive aid in any one county, the last established being preferred.
2. Provides \$750 additional for such schools as maintain normal departments.
3. Provides \$550 for state graded schools, which may do one, two, or three years of high school work.
4. Provides a complete system of inspection for these schools.
5. Provides that these schools shall be free to non-resident pupils.

CALIFORNIA.

1. Raises by taxation \$15.00 for each pupil in average daily attendance upon all high schools the preceding year.
2. Apportions one-third of this amount equally among all the high schools of the state.
3. Apportions two-thirds upon the basis of average daily attendance in these schools.
4. Requires each school to give a four-year course, and after the first year to employ two teachers.
5. Requires that any such school shall submit to inspection by the university authorities.
6. Provided in 1904, \$543.93 on account of equal distribution, and \$11.18 per pupil on account of attendance. In 1905 the first item dropped to \$502.68, and the second to \$8.51.
7. Provides that the tuition fee in any high school shall not exceed the per capita cost of the same to the local community.

WISCONSIN.

1. Provides one-half the cost of instruction in each township high school.

2. Provides one-half the cost of instruction,—but not to exceed \$500 in each case,—in district, town, or city high schools.
 - a. The general appropriations have never been quite sufficient to meet the need.
3. Provides one-half the cost of instruction,—but not to exceed \$250 in each case,—in manual training departments in high schools.
4. Provides two-thirds of the cost of maintenance,—but not to exceed \$4,000 in each case,—in county agricultural schools.
5. Provides for thorough inspection of all of these schools.

NORTH DAKOTA.

1. Provides \$300 for each high school giving a two-year course.
2. Provides \$500 for each high school giving a three-year course.
3. Provides \$800 for each high school giving a four-year course.
4. Has not always provided sufficient general funds to meet the needs.
5. Provides for inspection by State Superintendent.

PENNSYLVANIA.

1. Provides \$400 for each high school giving a two-year course.
2. Provides \$600 for each high school giving a three-year course.
3. Provides \$800 for each high school giving a four-year course.
4. Has never provided sufficient funds to meet the needs.
5. Does not provide for state inspection.

WASHINGTON.

1. Provides that each union high school may receive an apportionment of state school moneys upon a basis of at least two thousand days attendance.
2. Provides \$100 for each high school grade maintained.
3. Provided to each of these schools, in 1906, amounts ranging from \$272 to \$1,334.

FLORIDA.

1. Provides \$360 to such schools as give at least two-year courses.
2. Provides \$600 to such schools as give four-year courses.
3. Does not provide adequate inspection.

VIRGINIA.

1. Provides that if a local community will raise at least \$250 annually, the state will annually appropriate an equal amount, but not to exceed \$400 to any one such district.

SOUTH CAROLINA.

1. Provides that any local community maintaining a high school, may receive from the state an amount equal to one-half of the amount raised locally, but not to exceed \$1,200.

ALABAMA.

1. Provides that such counties as establish and maintain high schools may receive from the state \$2,000 annually.

GROUP II

*The States That Provide Special Aid to Secondary Education
Only by Providing for Tuition*

NEW HAMPSHIRE.

1. Requires that towns not maintaining high schools must pay the tuition of all of their secondary pupils.
2. Provides that such towns with a school tax of 3.5 mills or more, and with a general tax of 16.5 mills or more, may be reimbursed to the extent of 10 to 100 per cent of the amounts expended for tuition.
3. Provides that such of the above towns as have a general rate that does not exceed 16.5 mills by more than .99 of a mill, may receive 10 per cent of the amount expended, and such others as have a general rate that does not exceed 16.5 mills by more than 1.99 mills, may receive 20 per cent of the amount expended, etc.

VERMONT.

1. Requires that all towns must maintain high schools or provide free tuition.
2. Provides that the state will reimburse certain of these towns in amounts bearing a certain relation to the proportion of the general tax levy that is applied to education.

DELAWARE.

1. Provides \$15.00 annually for the payment of the tuition of each high school pupil in attendance from a district that does not maintain such school.

CONNECTICUT.

1. Requires that all towns not maintaining high schools must provide free tuition.
2. Provides for the reimbursement of these towns for tuition paid, but not to exceed \$30.00 annually upon the account of any one pupil.
3. Permits any town to provide free transportation for secondary pupils.
4. Provides for the reimbursement of these towns in an amount equal to one-half the amount so expended, but not to exceed \$20 annually upon the account of any one pupil.

GROUP III

*The States That Provide Special Aid to Secondary Education
by Both Granting Subsidies and Reimbursing Tuitions*

MAINE.

1. Provides one-half the cost of instruction in high schools,—but not to exceed \$250 in any case.
2. Provides that only two such schools may receive aid in any one town; and the two taken together may only receive \$250.
3. Provides subsidies to certain academies by special acts.
4. Requires all towns not maintaining high schools to provide free tuition, which must not exceed \$30.00 annually per pupil.
5. Provides for the reimbursement of these towns to the extent of one-half of amount so expended,—but in no case to exceed \$250 per annum.

MASSACHUSETTS.

1. Requires all towns with more than 500 families to maintain high schools.

2. Provides \$500 to such towns of less than 500 families as maintain high schools.*
 - a. Requires such schools to employ at least two teachers.
3. Requires such towns as do not maintain high schools to provide free tuition.
4. Reimburses such of these towns as have an evaluation of less than \$750,000 in an amount equal to that of such tuition.*
5. Reimburses those having an evaluation of \$750,000 or more, in an amount equal to one-half the amount so expended*

NEW YORK.

1. Provides \$100 to each academic department.
2. Provides for each high school department an amount equal to the amount locally raised for books, pictures, apparatus, etc.,—but not to exceed \$268 annually.
3. Provides for each nonsectarian academy an amount equal to the amount locally raised for books, pictures, apparatus, etc.,—but not to exceed \$250 annually.
4. Provides \$2.00 for each teacher employed in academic departments.
5. Provides for a certain apportionment upon aggregate days' attendance.
6. Provides to a school of forty pupils upon all the above accounts an average of about \$325 annually.
7. Provides free tuition to pupils coming from districts having no academic departments of their own.
8. Provides that the amount of such tuition,—except in the larger cities,—shall not exceed \$20.00 per pupil, and that the state shall pay the whole of this amount.

RHODE ISLAND.

1. Provides \$20.00 for each of the first 25 resident pupils in average daily attendance upon a township high school, and \$10.00 for each of the second 25 pupils.
2. Provides that towns not maintaining high schools may receive aid upon the same basis for such of their pupils as attend non-local high schools.

*No town may receive aid upon either of the above accounts if its evaluation averages a larger sum for each pupil in the average membership of its public school than the corresponding average for the state.

NORTH CAROLINA.

1. Provides that if a local community will raise at least \$250 annually, the state will annually appropriate an equal amount,—but not to exceed \$500,—to any one such district.
2. Provides that, if any county shall furnish free tuition, the state will reimburse it to the extent of one-half the amount expended for the purpose,—but not in an amount in excess of \$500.

As indicated in the above outline there appears to be in practice but two general plans of extending special state aid to secondary education,—namely, that of paying state subsidies to high schools, and that of directly or indirectly paying tuitions. The purpose of state aid, whether it be extended by the former or the latter method, is to increase secondary educational opportunities in rural communities. Such increase may be in the direction of bettering existing opportunities, or in that of extending the same to a larger number of the rural youth. The different schemes adopted by the several states have worked to conserve these two interests in varying degrees; but they have not, as a rule, been properly adjusted to the conditions and needs of the various commonwealths wherein they operate.

In general reimbursed tuition and reimbursed transportation work to increase the efficiency of existing schools, and do not, upon the whole, tend to increase the number of high schools. On the other hand, the direct subsidy scheme, unless strictly conditioned, tends to increase the number of such schools. If, then, state subsidies are granted without restriction to the poorer districts, the net result will be the extension of secondary educational opportunities to many more rural youth. If, on the other hand, unrestricted tuition payments are made to the towns not supporting high schools, the result will be that secondary educational opportunities of a superior quality will be extended to a certain class of the rural youth, while many others will still lack such opportunities. In most instances, however, the granting of special state subsidies is conditioned by certain requirements of efficiency; and these requirements are in some cases so high when compared with the amount of the state subsidies, that they affect only slightly the spread of high schools.

It is not within the purpose here, to attempt to establish theoretically the function of the state in regard to the financing of secondary education in rural communities. Practically, as shown by the above summaries, nineteen of the states were, at the time of this investigation, extending such aid. This, and the fact that several of these states have been doing so for more than thirty years, are sufficient to show that such a policy is at least deemed expedient.

The question as to whether the state, in extending this aid, aims to better the secondary educational opportunities of a certain group of the rural youth, or whether it aims mainly to extend such opportunities to the larger number, is of vital importance in the discussion to follow. However much the state may interest itself in the better preparation of leaders, the fact remains that a democracy ceases to be such when it consciously aims at limiting opportunity. Theoretically, then, the state should, if it extends aid to secondary education at all, aim as nearly as possible to equalize universally secondary educational opportunities. This implies, first, and primarily, the extension, if possible, of such opportunities to all the youth of the commonwealth; and second, the improvement of the poorer of these opportunities. All of which in turn implies that the state should aim, first, to have if possible, a high school created in each community that furnishes a sufficient number of pupils; second, to provide for free tuition for all pupils residing in districts not supporting high schools; and third, to equalize as far as possible the opportunities offered by these schools.

A careful study of the legislation in aid of rural secondary education in the various states, together with that of the attitude taken by the supporters and creators of such legislation, will clearly show that the general views held have been approximately the above, and that the laws created have been directed mainly to securing these ends. The restrictive requirements placed upon all such schools as receive state aid are largely intended to hinder the misuse of the state funds. Where the qualifications have been placed too high, or where the method employed in the distribution of such aid has been faulty, inexperience and lack of statistical information have been the cause.

The main purpose of the state in reimbursing tuitions is, then, to extend educational opportunities to all youth not residing in

districts maintaining high schools, and not primarily to increase the efficiency of existing high schools. Since this method alone is practiced in certain states, and since it does not, under certain conditions, work well in conjunction with the subsidy plan,¹ it will be necessary to point out its advantages and limitations. The main weakness of the free tuition scheme is that, while it may and does provide educational opportunities for a large proportion of the youth of a given district, it cannot provide such opportunity for all, because there are other limiting factors,—such as cost of transportation, time lost in travel, and the necessity of being away from home,—which hinder some from taking advantage of the opportunity offered. A local institution also gradually exerts a psychological influence which results in increasing the number of secondary pupils in the community. The extent to which a local institution will influence the number of secondary pupils in a given community, has been statistically worked out in Massachusetts by J. W. Macdonald; and the result of the study has been printed in the Report of the State Board of Education. A quotation from this report will throw some light upon the method pursued in the investigation, and also upon the result of the study and its probable validity.

“The towns of the state having a population of 3,500, or less (three or four larger), were divided into two classes: (a) those that maintained local high schools with four-year courses; and (b) those that sent their pupils to outside high schools. In the table below, in parallel columns, I have shown by counties the town in each of these classes that furnished the highest, and the one that furnished the lowest, per cent of high school pupils to population and also the average of them all for the county. Suffolk and Nantucket counties, for obvious reasons, are omitted; and also in some of the counties a few towns that pursue a middle policy,—that is, maintain a local school for the first year or two of high school work.

“It should be noted that a much larger proportion of the towns which maintain their own high schools than of the others are manufacturing towns, that have a considerable part of their population drawn from nationalities that as a rule furnish few high school pupils. Ludlow and Hardwick are examples. Each

¹See chapter XIII.

high school town, too, is credited with only its own pupils; all outside pupils attending the school are credited to their own towns.

"Making allowance for variations from year to year, it will appear that only about three-fifths as many pupils will go to an outside high school as would attend a local school."²

In order to check up the work, the author of the above made the same calculations for the succeeding year, with practically the same results. The above conclusion of the author is apparently very conservative. This together with the fact that he was in a position to know the influence of the factor of selection upon his results, would lead one to accept the conclusion as a perfectly safe generalization. If, then, a local school will cause a given community to increase its high school pupils 60 to 70 per cent, it is evident that free tuition alone cannot bring about the end sought by the state in aiding secondary education. The provision of free transportation reimbursed or local, will, in a measure, decrease the above percentage, but it cannot entirely equalize the opportunities. It will, then, be necessary to turn either to the state subsidy scheme, or to a combination of all these schemes.

The subsidy scheme may alone solve the problem for such of the poorer towns as have pupils enough to create a high school, but it cannot help such towns as do not have the requisite number of pupils,—unless such towns as receive the subsidy are required to admit non-local pupils free of tuition. This scheme would, however, only tend to transfer the burden to certain of the districts of the state that could not well bear it. A certain subsidy might be granted to each school upon the number of such non-resident pupils in attendance; but this would only be an indirect method of paying tuition. The disadvantage of such a scheme would be that it would fail to take into consideration the financial duties and abilities of the towns sending such pupils. It seems, then, that the most equitable and efficient method of securing the end in view, will be to combine all three of the schemes. But it has been shown already³ that the combination of any two of these methods in such a manner as to work with equity and efficiency is a difficult task, because of

²Rep't of the State Board of Edu., Mass., 1903-4, pp. 222-4.

³Chapter XIII.

the unequal conditions existing in the various local communities. This situation involves the necessity of stating, as far as possible, the conditions under which any one of these schemes should be put into operation, and also some of the factors that would be involved in any adequate solution of the problem as to what extent aid should be provided and by what method it could be most equitably apportioned.

Dr. Cubberley, in his work entitled, "*School Funds and Their Apportionment*," has shown that certain of the poorer rural communities cannot possibly maintain efficient elementary schools without state aid. He demonstrates the necessity for a large state fund apportioned in such a manner as to insure that each local community, rich or poor, may offer reasonably good educational opportunities to the young. Accepting this conclusion as being correct, the question immediately arises as to whether the high schools in rural communities should be aided in the same manner and to the same extent only as the elementary schools. If the state has adopted the policy of equalizing, as far as possible, secondary educational opportunities, the only answer to the question is, that it must sooner or later provide sufficient funds and apportion them to the various poorer communities in such a manner as to enable them to maintain efficient high schools or to provide secondary educational opportunities in neighboring high schools. Due to the fact that the per capita cost of secondary is much greater than that of elementary education, and due to the further fact that the local communities are in many instances already overtaxing themselves to maintain elementary schools, it will be necessary for the state to provide a much larger amount per capita for secondary than for elementary education. It will also be necessary that these funds shall be apportioned in such a manner as to conserve best the interests of all the established rural high schools of the state.

Under no condition, however, should the state, at the present time, entirely and permanently lift the entire burden of maintaining secondary education from the shoulders of the local communities, because a financial responsibility upon the part of the community creates an added interest in the institution. If the burden of supporting the elementary schools properly is too heavy in certain towns, the state should lift a part of it, and thus permit the shifting of a measure of the local energy to the

support of secondary education. The larger effort of the local community should still be permitted to apply to elementary education, if for no other reason, because the institution has a stronger hold upon the social mind. It is a commonly recognized fact that the favorable social attitude towards free public education decreases both in extent and intensity just as the type of school under consideration advances in grade. This is particularly true in rural communities, and at present entails the necessity for greater effort upon the part of the state towards higher education.

The first factor which enters into the question as to whether the local community should have a high school, is that of the number of pupils of secondary grade in the community. The usual minimum enrollment for a four-year high school receiving state aid is commonly placed at twenty-five, though California requires an average daily attendance of only twenty. Assuming that the policy is to secure reasonably good secondary educational opportunities to as many youth as possible, and bearing in mind the fact that normally 60 to 70 per cent more pupils will attend a local high school, the state should aim to provide that each local community having a yearly average of twenty-five pupils, may be enabled to maintain a four-year high school course of its own. In order to secure the desired end the state should, where necessary, provide by special subsidy sufficient aid to enable any community to support a high school with a term of one, two, three, or four years, provided that there is a sufficient number of pupils in any one of these grades to warrant its existence. The advantages to be gained in permitting the establishment of these partial high school courses are, first, that more pupils will secure at least a partial secondary education, and second, that many of these schools will ultimately grow into four-year schools. Of course there may be certain conditions that would make it undesirable for such communities to maintain independent high schools,—where for instance a city high school is located near, and rapid transportation to and from such school is possible, or where the pupils of a local community are distributed in groups that are each nearer to different neighboring high schools than they would be to a local institution.

All schools receiving special state aid should be required to meet certain conditions of efficiency, such as the offering of

certain minimum courses for each grade, the employment of at least one regular teacher for each two-year school, and the employment of at least two teachers for each three or four-year school. Special supervisors or at least special inspectors should be employed to see that such requirements are fulfilled, and to aid in developing the efficiency of the schools.

To sum up, the special subsidy scheme should be employed where needed by the state in order to enable each local community that can furnish the necessary pupils to constitute a high school of either one, two, three, or four years, to maintain such an institution.

All communities should be required to provide free tuition in such high school grades as they do not maintain at home, and also free transportation for such of their pupils as are in attendance upon neighboring high schools. The state should provide for the reimbursement of the poorer of these towns upon both of these accounts, but it should in no case reimburse them to the full extent of the expenditure. Further, any town having within its borders a yearly average number of pupils sufficient to constitute a four-year high school, and not having a high school located as conveniently for these pupils as a local one might be, should receive no aid from the state whatever, upon account of either tuition or transportation.

Having confined the three schemes of providing state aid to secondary education to their proper spheres, it will now be necessary to state briefly the factors which must be taken into consideration in equitably apportioning the state aid to the local communities. In case the burden of supporting the elementary schools has already been equalized by the proper distribution of an adequate state fund, the only factors that need to be taken into consideration in the distribution of a state high school fund are, the length of the course offered, the number of pupils in average daily attendance, and the assessed valuation. If, however, the burdens attendant upon the maintenance of efficient elementary schools have not been properly adjusted, both the general and school tax rates will have to be taken into consideration. Then only will it be possible to divide the money in such a manner as to conserve the best interests of the state and of the various communities. Provided that the elementary school problem is properly adjusted, some scheme similar to

the following would probably work with greater equity and efficiency than any now in operation.

For the purposes of apportionment the schools should be classified according to the number of grades maintained. It would probably be best to create but two general classes, namely, two-year and four-year schools,—these schools to employ at least one and two teachers each respectively. Each should be required to maintain a certain minimum average daily attendance. If the average daily attendance upon the upper grades in these schools should, for two years in succession, fall below a certain number, such grades should be abolished. Each school should, if necessary, be permitted to receive, for one year, aid as a two-year school, while maintaining but one grade with a certain minimum enrollment. The second year it should be required to maintain two grades. Any school already having received aid as a two-year school should,—if it provided a three-year course, with a certain minimum enrollment in the third year,—be permitted to receive aid as a four-year school for one year. After this it should be required to maintain a four-year course in order to receive aid in this class.

The state aid should be apportioned to these schools, first, upon the basis of class as modified by the evaluation of the community, and second, upon the basis of the attendance of pupils.

The amount of subsidy paid to each school of the two-year class should be estimated by subtracting from a certain general minimum amount;—estimated by adding the yearly salary of one teacher, a certain amount for incidental expenditures, and the annual rental for one school room;—the income arising from a certain definite millage levied upon the assessed valuation of the local community. The second apportionment should be made by paying to each school a certain small definite amount for each pupil in average daily attendance beyond the minimum number required to constitute such school.

The amount of subsidy paid to each school of the four-year class should be estimated by subtracting from a certain general minimum amount;—estimated by adding the yearly salaries of two teachers, a certain amount for incidental expenditures, and the annual rental for two school rooms;—the income arising from a certain definite millage (the same as above) levied upon

the assessed valuation of the local community. The second apportionment should be made by paying to each school a certain small definite amount for each pupil in average daily attendance beyond the minimum number required to constitute such school.

The reason for making the apportionment upon attendance small is, that up to a certain limit, the addition of pupils would cause but slight added expense, and that the aim of such apportionment is largely to interest the local authorities in keeping up the attendance. If it were found to be necessary, the same scheme could be extended to include a third teacher.

Communities not having within their borders a sufficient number of pupils to warrant the establishment of high schools, should receive from the state the amounts necessarily expended for both tuition and transportation less the incomes arising from a certain definite millage (the same as above) levied upon their assessed valuation.

In order to secure the best results from the application of any such scheme as the above, it would be necessary to make provision for a union of districts with the free transportation of pupils. In this case a subsidy sufficient to meet the expense of transportation could be added.

Since the expenditure upon these various accounts adjusts itself automatically, the provision for raising the necessary funds should also be adjusted in such a manner as to work automatically. This could be effected, after the first two or three years of experience, by adding to the expenditure for the preceding year a certain percentage for increase and raising the whole of the increase by a state tax.

